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AN ANALYSIS OF SCHOOL BOARD DECISIONS IN SELECTED ALBERTA DIVISIONS AND COUNTIES

by

Stanley Gordon Maertz

A THESIS

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The undersigned certify that they have read, and recommend to the Faculty of Graduate Studies for acceptance, a thesis entitled "An Analysis of School Board Decisions in Selected Alberta Divisions and Counties," submitted by Stanley Gordon Maertz, in partial fulfilment of the requirements for the degree of Master of Education.

ABSTRACT

This thesis has the general aim of gaining insight into the modus operandi of school boards. More specifically, the decisions made by trustees while in official session as school boards are analyzed and classified, and the effects of various factors on decision output are tested. The legislative practices and major concerns of school boards are assessed through an examination of the decisions made in processing problems.

The data for this study were obtained primarily from the official minute books of sixteen large rural school jurisdictions. Eight school divisions and eight counties, selected on the basis of the design of the study, constituted the sample. Each system office was visited, the minutes read, and the decisions classified in an instrument prepared for that purpose.

Most trustees are dedicated public servants who unselfishly expend their time and energy in the interests of education. This study found little to contradict this point of view. It was revealed that the trustees in the sample spent an excessive amount of time on school affairs--particularly at board meetings. Many meetings continued for more than one day. Besides meeting time, trustees spent considerable time in the performance of duties delegated to them as committee work.

In spite of the good intentions of school boards and trustees there were many practices followed by them which were not conducive to sound administrative procedure. This was generally true of the entire sample.

It was found that boards were reluctant to restrict themselves to their legislative function or to delegate authority to senior staff. Role fulfillment consistent with administrative efficiency and ultimate board control was not evident. Board meeting agendas served to funnel masses of administrative detail upon the shoulders of boards. Consequently, boards made an overwhelming number of decisions, a token number of which were of the policy type.

Although a slightly greater emphasis in policy making had evolved over the years, it was found that the 1964 boards operated in essentially the same manner as their counterparts of 1949.

Differences in the pattern of decisions of school boards were found when the effect of several factors upon them was tested. School system size, type of system, and trustee tenure all tended to influence to some degree the decision patterns of school boards.

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CHAPTER I

THE PROBLEM AND DEFINITIONS OF TERMS USED

School boards, as local governmental units, have experienced some marked changes in the task of providing educational services in this province. The typical three-member board, the multi-grade one-room school, the one teacher and simplicity have vanished from the educational scene. The formation of large rural administrative units, coupled with the ever increasing demands made upon them, has changed the provision of education to a complex and costly service. The challenge of school board membership has never been greater. The need for examining the work trustees do as school boards appears timely. What do school boards do at their official meetings? How do they function in their efforts to convert human and material resources into an acceptable educational program?

I. THE PROBLEM

Statement of the Problem

The purpose of this study was to analyze the decisions made by school boards to determine how boards function in regard to their decision-making prerogative. The type of decision made and the operational area affected in each decision-yielding instance was determined. A further purpose was to determine factors that might be related to the decision-making function. In addition, general information was desired that would assist in an understanding of school board operation.

Sub-Problems

The sub-problems of the study follow. They have served as a guide throughout the course of the study.

1. What did the school boards and school committees decide?

2. Did the decisions made by boards, over a period of one year, reveal common practices?

3. Was there a relationship between the various components of the decision patterns and the:

a) size of school system?

b) type of school system?

c) tenure of trustees?

4. What changes occurred in the composition of decision patterns over a period of fifteen years?

5. To what extent did the boards concern themselves with problems that could have been processed through the formulation of board policy?

6. Were boards being informed about their schools and what was the nature of this information?

Significance of the Problem

Since school boards play an important part in the administration of education it behooves us to increase our understanding of their function and of the extent and limitations of their practices. The recent need and demand for more education for greater numbers of students, for greater diversification in programs and facilities, for higher standards of scholarship, and for education for leisure have

necessitated a vast increase in educational expenditure. This has placed greater responsibility on school boards.

The true importance of school boards, however, lies in the leadership they give to education and this is reflected in the decisions they make. With this in mind, it seems reasonable to examine these decisions. An examination of the content and purposes of the decisions which school boards make should help reveal the extent to which boards facilitate the various aspects of the provision of education. A diagnosis of the decision-making function could lead toward an attempt to evaluate the effectiveness of school boards.

Insight into the factors that contribute to school board behaviour, particularly in regard to the decision-making function, could have implications for the improvement of education. Unless the influence of these factors is determined guidance in this matter will not be possible.

Basic Assumptions

This study was based on the following assumptions:

1. That the official minutes of the sample school systems were a true and accurate account of board meetings.

2. That the instrument used was adequate and that the categorization of decisions was accurate and consistent.

3. That the sample school systems selected were fairly representative of all divisions and counties in the Province of Alberta.

4. That the supporting information gained by interview and discussion was reliable.

5. That the numerousness of decisions and the relative frequency of "types" of decisions were indicative of a school board's *modus operandi*.

Delimitation of the Study

This study of school boards was limited to a selected sample of large rural administrative units in Alberta--school divisions and counties.

Limitations of the Study

1. No attempt was made to measure the influence of individual board members on decision making. Each decision was considered as emanating from the board as a whole.

2. The superintendent's influence in regard to the types of decisions made and the operational areas affected could only be ascertained from his recorded reports to the board. The other occasions when the superintendent offered advice and assistance during the meetings could not be ascertained from the contents of the minutes.

II. DEFINITION OF TERMS USED

Decision Type

In this study each decision made by a school board has been categorized according to one of three types. The three types were:

policy, adjudicative, and housekeeping. Each type is defined in the sections that follow.

Policy Decision

In this study a policy decision was broadly interpreted as any decision which the board had adopted which provided guidance or direction to the staff in the future or for some specified period of time. A policy decision on a problem tended to render unnecessary the referral of a like problem to the board's attention.

Adjudicative Decision

An adjudicative decision was one in which the board had the power to judge. This type of decision embraced those situations in which the board investigated the facts, heard the arguments, weighed the evidence, considered the consequences, and then determined what action would be taken. Adjudicative decisions, unlike policy decisions, were required only for the purpose of settling a specific issue at a particular time.

Housekeeping Decision

Many decisions made by school boards were of a routine nature and were made more "for the record" than for any other reasons. This category of decisions also included those instances when boards were required to make decisions because of regulations prescribed by the central authority. These decisions were not necessitated by the presence of any real educational problem. Since decisions of this type

could not be classified in the two types previously mentioned and as they did not require board deliberation or judgement they were referred to as housekeeping decisions.

Operational Areas

This study makes reference to operational areas of school administration. For the purpose of more precise description school administration was separated into seven areas. These were: (1) instructional program, (2) pupil personnel, (3) staff personnel, (4) business management and accounting, (5) buildings, property and maintenance, (6) transportation, and (7) school board.

Decision Patterns

The numerical distribution of all the decisions made by a school board, according to operational area or type, has been considered as constituting a pattern. The components of a decision pattern included: the distribution of decisions by operational area, the distribution of decisions by type in each operational area, and the distribution of decisions by type for all the decisions made by a school board.

School Boards

Both Boards of Trustees of School Divisions and School Committees of Counties have been referred to as "school boards" in this study. Distinctions between these two have been clearly indicated when necessary.

III. ORGANIZATION OF THESIS

The present chapter has served to introduce the problems of the study and definition of terms used. A review of the related literature and research pertinent to the study is presented in Chapter II. The design of the study is presented in Chapter III. In Chapter IV some general patterns of school board operation are examined and compared. The decision patterns of the sample boards are analyzed in Chapter V. The testing of hypotheses that deal with the various factors that may be related to the decision patterns evolving from the decision-making practices of school boards are treated in Chapter VI. A two-fold purpose has been assigned to Chapter VII. First, the decision-making function of school boards is examined to ascertain the extent to which policy-type decisions could have replaced adjudicative-type decisions and secondly, the reports of superintendents and others are analyzed to discover what information was reported to school boards. Besides a summary of findings--conclusions, discussions and recommendations arising from the study are presented in Chapter VIII.

CHAPTER II

RELATED LITERATURE AND RESEARCH

Never before has the conviction that education can provide the answers to many of society's ills been so general. In this climate it is inevitable that those involved in the provision of education cannot avoid being subjected to constant scrutiny. School boards, because their express purpose is the provision of education, have not been overlooked. The professional literature has much to say about how boards ought to conduct their affairs and of the relationship which should prevail between lay school boards and the professionals engaged to assist them. What effect the literature and other media have had on actual board practice is difficult to assess.

This chapter focuses upon the school board and to a lesser extent upon the superintendent. The school board's legal status, purposes, functions and procedures are reviewed through the insights of those seasoned in school administration.

The related literature is intended as a basis on which to discuss and assess the practices followed by the sample boards. Without some sort of benchmark, the drawing of conclusions and the discussion of implications would tend to be less meaningful.

Legal Considerations for School Boards

The British North America Act made the provision of education a provincial responsibility. Provincial legislatures created the school

board as a governmental branch charged with the duty of providing at the local level a system of public education. School boards as governmental agencies have had certain of their duties and powers specifically defined. The statutes enacted by the legislature, the administrative rules and regulations of the Department of Education and the decisions of courts have set the bounds of school board power and authority. Subject to the foregoing legal limitations, school boards may exercise discretion in the resolution of problems.

The school board has certain responsibilities which must be fulfilled. The applicable statutes refer to these responsibilities as mandatory powers which must be exercised. Although mandatory powers must be exercised--and boards seldom question their duty in this regard--the manner of execution generally allows discretion. For example, The School Act states that a board shall "provide wholesome drinking water for the use of the children during school hours."[1] Boards are obliged to carry out this directive. The manner in which drinking water will be made available, however, is left to each individual board's discretion.

Discretionary powers may or may not be exercised by a school board. When they are exercised they have the power of law until challenged in the courts.[2] Decisions governing the location and design

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[1]Revised Statutes of Alberta, 1955, Ch. 297, Sec. 181(b).

[2]Frederick Enns, The Legal Status of The Canadian School Board (Toronto: The Macmillan Company, 1963), p. 5.

of buildings, the size and quality of staff, determination of salaries, evaluation of services, etc., are to a considerable extent, left to the discretion of school boards. It is in this area of permissive powers that school boards can exercise their authority for making decisions in keeping with their leadership role.

Purposes of School Boards

In regard to the purposes of school boards, The School Act[3] simply states that the divisional board shall administer the division. This section is followed by others that refer to the mandatory and discretionary powers a board possesses in regard to the exercise of its mandate. The mandatory and discretionary aspects of a board's responsibilities suggest that a dual role is necessary for a school board to fulfill its obligations. Sparby noted this dual role when he stated that:

> On the one hand, it is expected to co-operate with the provincial authority in maintaining the province-wide minimum. In this role it serves as an executive arm of the provincial authority. On the other hand, it is expected to provide the level of service desired by its constituency. In this role, it serves as a form of local government.[4]

Phimister expressed one aspect of the dual role in another way when he said:

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[3]Revised Statutes of Alberta, 1955, Ch. 297, Sec. 173(1).

[4]H. T. Sparby, "School Board Organization," The School Board, Projects in Canadian School Administration (University of Alberta: Division of Educational Administration, 1961), p. 33.

> Perhaps the main purpose of the boards remain unchanged i.e., to stand as an intermediary between the people and the central authority as the means of providing educational opportunities as seem to be required by the citizens served by the school board.[5]

Although local educational needs and wishes deserve attention there appears to be a growing concern that public education identify itself more tangibly with national goals. Mowat, in discussing the relationship between public education and the national economy stated, "There is no longer any doubt of the cause-and-effect ties between education and economic welfare."[6]

The purposes of school boards have been expressed in many diverse ways. Collectively, however, there is substantial agreement that their general aim is the provision of a system of education in cooperation with the provincial authority which reflects local needs and aspirations, as well as those societal needs of a national character.

Functions of School Boards

This study had a prime interest in the decisions made by school boards. Kratzmann commented on this aspect of a school board's function.

> If one made an effort to determine the one thing a board of trustees did, the answer would in all probability be that it makes

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[5]Z. S. Phimister, "The Functions of the School Board," The School Board, Projects in Canadian School Administration (University of Alberta: Division of Educational Administration, 1961), p. 5.

[6]G. L. Mowat, "A Perspective for the Budget," School Budgeting, Projects in Canadian School Administration (University of Alberta: Division of Educational Administration, 1962), p. 5.

> decisions. It is, therefore, profitable to look at board members collectively as decision-making bodies, as well as to indicate that their ability to make wise decisions is the paramount index of their success.[7]

Many decisions must be made that cannot await the formal board meeting even if such a procedure could be justified. It follows that if boards desire to retain control over the decisions made, and they usually do, they must develop procedures whereby the superintendent and others can speak on their behalf. According to a prominent authority:

> A board of Education cannot make all the decisions for governing the school system . . . at best the Board of Education can make only a few decisions. Because the control of the school system is in the hands of the people that make the large policy decisions a Board of Education which wishes to be in control must, of necessity, become a policy-making body. The few decisions which it is able to make must be policy decisions--that is, "guides for discretionary action"--and leave the execution of those decisions to the trained professional administrator who has the background experience and skill which Board members lack.[8]

The literature makes frequent reference to school boards as policy makers and to the superintendent as an administrator of policy. This division of function is probably an over-simplication because the two roles cannot be so easily dichotomized. Griffiths says that:

> In actual practice, we find that the superintendent generally initiates policy making, and provides the evidence on which the board makes policy decisions. The board, in turn, is vitally concerned with the administration of the policy and checks on it by asking the superintendent to submit periodic reports and

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[7]A. Kratzmann, "Board-Superintendent Relationships," Organizing for Effective Administration, (University of Alberta: Division of Educational Administration, 1965), p. 33. (Mimeographed.)

[8]H. M. Brickell, "Formulation of School Board Policies," The School Board, Projects in Canadian School Administration (University of Alberta: Division of Educational Administration, 1961), p. 22.

> to occasionally employ consultants to evaluate various aspects of school operation. In this manner, the board exercises control over the administration of the school.[9]

In considering the functions of a school board it appears inevitable that the function of the superintendent and his relationship with the board cannot be avoided. The legal duties of the superintendent tie his activities closely to those of the board. In this connection The School Act states that:

> The superintendent shall
>
> (a) confer with the board of the division and advise the board concerning the educational problems and needs of the division.
> (b) attend all meetings of the board and exercise, subject to the direction of the board, general supervision over all the schools, teachers, property and services under the jurisdiction of the board, (and)
> (c) assist the board in the discharge of its duties.[10]

Although school boards and superintendents strive toward common educational goals and in the process work in close liaison it must be recognized that their roles are not the same--rather they complement one another. Differences in the functions of school boards and superintendents were recognized by Byrne when he asserted that:

> Decision making and planning are significant phases of the administrative process, neither of which can be delegated by a board. In the superintendency the board has the services of a

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[9]D. E. Griffiths, "Boards of Education and Their Superintendents," (paper prepared for the Advanced Institute for School Trustees and Administrators, Toronto, Ontario, April 15-18, 1964), pp. 4-5. (Mimeographed.)

[10]Revised Statutes of Alberta, 1955, Ch. 297, Sec. 199(a)(b)(c).

> professional for gathering and evaluating data relevant to the making of sound decisions on school operation.[11]

From his study Finlay noted the general problem of clarifying the relationship between board and superintendent and recommended that board policy should include a definition of the superintendent's role.[12] One writer contended that vast improvements in the board-superintendent relationship would evolve if boards: defined the duties of the superintendent, accepted their "goal-setting" responsibilities, defined the purposes of their schools, and evaluated how well these purposes were being met.[13]

The lack of administrative efficiency is not confined to the problems which may exist between the board and superintendent. Tuttle discussed several conditions or practices that hinder effective school board operation. These are (1) partisanship, (2) lack of written policies, (3) over-emphasis on housekeeping, (4) executive sessions, (5) standing committees, (6) fiscal dependence, and (7) dual control.[14] Another aspect of the problem is revealed by Finlay when he concluded that:

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[11]T. C. Byrne, "Administrative Staff Organization in Urban School Systems," (University of Alberta: Division of Educational Administration, 1960), p. 30. (Mimeographed.)

[12]J. H. Finlay, "Expectations of School Boards for the Role of Provincially Appointed Superintendent of Schools in Alberta" (unpublished Master's thesis, University of Alberta, Edmonton), p. 107.

[13]D. J. McCarty, "On Better Board-Superintendent Relations," American School Board Journal, 141:7-8, July, 1960.

[14]E. M. Tuttle, School Board Leadership in America, (Chicago: Interstate Printers and Publishers, 1958), pp. 29-35.

> The more confident or capable board members feel with respect to an administrative task the less inclined they are to delegate authority to the superintendent . . . board members like to consider themselves as administrators rather than simply legislators or policy makers.[15]

The major functions of a school board include identifying problems and making decisions. For efficient and effective administration without loss of control, boards must make policy decisions and leave the administration of policy to the superintendent. The respective roles of school board and superintendent should be respected by either party. Both share in the responsibility of operating an effective administrative unit.

Procedural Aspects of School Boards

Trustees act as school boards only when in official session. The conduct of board meetings, therefore, becomes a critical determinant of school board efficiency. Manuals prepared by Davies and Brickell on the planning and conduct of school board meetings have evoked interest and action in this aspect of administration. They outline a three-phase sequence of pre-meeting, in-meeting and post-meeting activities and procedures that form part of a year-long sequence of meetings. The pre-meeting phase involves the preparation and organization of materials pertinent to the agenda items. These include background information and staff or committee recommendations which are prepared by the superintendent and staff. Board members

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[15]Finlay, op. cit., p. 106.

receive these in advance of the meeting and are expected to have familiarized themselves with them and to have given them careful thought. The meeting agenda has two major divisions. Action items, on which decisions must be made, come first. No-action items follow. The latter contain information and proposals which do not require an immediate decision. They will become action items at a later meeting at which time the superintendent will be prepared to make recommendations. The post meeting stage affords an assessment, by the individual member, of the business that has transpired.[16] "This mechanical set of techniques, incorporting the criteria for sound decision making" says Kratzmann, "helps to establish a defined and workable relationship between board and administration."[17]

Swift circularized a number of school secretaries regarding the conduct of board meetings. An analysis of the replies revealed the following main faults and criticisms:

(a) starting late--meetings run too long,

(b) discussion too dispersed and rambling,

(c) delegations take too long--many unnecessary,

(d) items added to agenda after it has been prepared, or items brought in during the meeting,

(e) too much time spent in reading the accounts, and

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[16]D. R. Davies, and H. M. Brickell, How to Plan and Conduct your School Board Meetings, (New London, Connecticut: Arthur C. Croft Publications, 1958).

[17]A. Kratzmann, op. cit., p. 48.

(f) a general complaint seemed to be that it took too many hours to cover the amount of business to be transacted.[18]

The frequency and length of meetings has posed a problem for many school boards. Reeves contends one regular meeting per month in a city of any size lasting from two to two and one-half hours is adequate and that more meetings indicate some deficiency of operation. Length depends only in part on the amount and character of business to be transacted. Of more importance are: pre-planning, the chairman's skill at conducting meetings, promptness of members' arrival, the garrulousness of members, the formality of procedures and the confinement of discussion to matters before the house.[19] Commenting on this matter Andrews asserted that:

> The need for boards to restrict themselves to matters of policy and to streamline their procedures is apparent not only to reduce the frequency of meetings but also to allow proper attention to the educational aspects of the school system. Pressing matters of business detail frequently bog down the board so completely that there is not time left to consider educational problems.[20]

The use of committees by school boards is a questionable procedure. Standing committees, according to Sparby, originated as a need to parcel out managerial tasks that a board had no time to handle. The use of these committees preceded the regular employment of

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[18]W. H. Swift, "Conduct of Board Meetings," The Alberta School Trustee, Sept.-Oct. 1959, pp. 5-6.

[19]C. E. Reeves, School Boards, Their Status, Functions, and Activities (New York: Prentice-Hall, Inc., 1954), pp. 192-196.

[20]J. H. M. Andrews, "School Board Procedures," The School Board, Projects in Canadian School Administration (University of Alberta: Division of Education Administration, 1961), p. 47.

administrative officers.[21] Tuttle regards the utilization of standing committees as a stumbling block to a board's greatest effectiveness. He stated that:

> The greatest objection to standing committees is that in practice they tend to result in several boards instead of one, both from the standpoint of the administrator and his staff and from the standpoint of the public . . . when fractions of the school board specialize, so to speak, in particular areas of school operation, they soon come to look upon themselves as authorities and to infringe upon the administrative functions of the superintendent and his staff instead of confining their activities to the making of policy. Finally, such a plan gives board members a very uneven understanding of school affairs in the district (. . .) and thereby reduces the effectiveness of total board operation.[22]

School boards have received criticism, often justified, for their apparent lack of concern and familiarity with instructional programs and problems related to them. It appears imperative that boards that wish to be conversant with these affairs must establish procedures whereby information can be made available to them in some systematic manner. Without this constant feedback the likelihood of sound decision making appears remote.

The key person in the dissemination of information to the board is the superintendent. The superintendent, as perceived by Griffiths, must perform a vital responsibility in this regard:

> I want the superintendent to make our board consider why we have a school system in our community--why we are in existence and what we are trying to do. I want him to make us aware of the problems which confront us. I want him to present policy statements to the board that will solve recurring problems and I want evidence that

---

[21]Sparby, op. cit., pp. 37-38.

[22]Tuttle, op. cit., pp. 32-33.

> the policies will solve the problems. I want this followed by reports so that we can judge whether the policy is being administered in line with the board's intent and in an economical and efficient manner. I want the superintendent to function as the executive officer of the board and I want reports and other indications that will enable the board to evaluate his performance. Further, I want the superintendent to be a leader of the board, not an antagonist nor a docile follower.[23]

Other methods of keeping the board informed may be employed. Staff officers, teaching personnel, students, and parents groups may report to the board on invitation. Printed matter in the form of bulletins and circulars may be prepared in the school board office and distributed to trustees. Beneficial as these methods may be, they are sporadic and topical and cannot be relied upon as a dependable source of useful information.

Related Research

The purpose of this section is to review those studies which have investigated topics having relevance to this study and note the findings of this body of research.

Keen[24] conducted a study in 1963 for the purpose of analyzing school board decisions in order to determine relationships in the composition of these decisions. He read the official minutes for the 1960-61 school year, of thirty-four school districts in Illinois, and recorded each decision in an instrument which he had developed. His

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[23]Griffiths, op. cit., pp. 2-3.

[24]E. W. Keen, "Some Relationships in the Composition of School Board Decisions," Doctoral Dissertation, 1963, University of Illinois, University Microfilms, Inc., Ann Arbor, Michigan.

instrument made provision for the classification of each decision according to one of six operational areas of school administration and according to one of four types of decisions. The operational areas he identified and used were: (1) instructional program, (2) pupil personnel, (3) staff personnel, (4) business management and accounting, (5) school buildings and property, and (6) board of education. The decision types identified and used were: (1) policy, (2) ministerial, (3) adjudicative, and (4) miscellaneous.

Keen defined a policy decision as a statement of general principle or a general rule formulated for the purpose of guiding all future decisions concerning the same problem. As an example, he stated that a policy decision would be, "to allow all teachers to attend three conventions or their choice annually, expenses paid." When making a ministerial decision the board acted in compliance with a mandate of some authoritative body. A board in making this type of decision merely carried out an executive function for the state legislature. An adjudicative decision was one in which the board had the power to judge. The choosing of one teacher applicant over several others was given as an example. Miscellaneous decisions were those that could not be categorized in the preceding three types. They expedited routine matters, such as the acceptance of reports and the approval of minutes.

Keen's findings indicated that relatively few of the decisions made by local district boards were of a policy nature. Of 5,333 decisions made over the school year by the thirty-four boards only 167 or 3.1 per cent were of this type. In regard to adjudicative decisions

his investigation revealed that 62.1 per cent were of this type. These issues, he contended, had to be decided because they had not been covered by previously adopted policy statements. He pointed out that, "the responsibility for many of these cannot be delegated; however, in other cases when responsibility can be delegated, boards often made the same decision many times during a single year."[25]

The number of ministerial decisions were 7.6 per cent of the total while 27.2 per cent were of the miscellaneous type.

Another finding by Keen involved the number of decisions made by his sample. He found a high degree of variation in the total number of decisions made by the boards. He suggested that this variation may be related to the roles assumed by the chief administrators of the school districts. He suggested that:

> The superintendent of the district generally drafts the agenda for the board meetings, and, in this capacity, structures those topics about which the board makes decision. A conservative or insecure administrator may desire to have his decisions reinforced through official board action while another administrator may choose to exert more authority on his own and by-pass his board whenever possible.[26]

In regard to the distribution of total decisions made by the sample boards according to the six operational areas Keen's report signified that only 2.4 per cent were made in the area of instructional program. In fact, it was reported that five boards made no decisions in this area during the one year period. The operational area which

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[25] Ibid., p. 84.

[26] Ibid.

claimed the most decisions was business management and accounting with 32.8 per cent. This result would seem to indicate that boards avoid delegating responsibility in this area, but, an examination of individual boards revealed that this was not so. Individual boards ranged from a low of 18 decisions in this area to a high of 122. The proportion of decisions for the remaining operational areas were reported as: 5.3 per cent for pupil personnel, 24.3 per cent for staff personnel, 11.9 per cent for buildings and property, and 23.3 per cent for board of education.[27]

For each school district Keen also reported: the number of meetings held, the number of decisions made and the average number of decisions made per meeting. The average number of meetings held by the thirty-four boards was twenty-one while the range varied from a low for one board of thirteen to a high of thirty-seven for another. Although the report neglected to mention the duration and time of the meetings it was assumed that all meetings were held for several hours during the evening. The average number of decisions made by Keen's sample was 157 with a range from 58 to 311. The average productivity of decisions per meeting indicated a variation from 3.5 for the least active board to 12.3 for the most active.

Cunningham studied the decision-making practices of one board for a period of eight months. He attended each meeting and classified each decision as either housekeeping, administrative, or policy.

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[27] Ibid., pp. 31-32.

During the eight-month period that board made 187 decisions of which sixty-one were categorized as housekeeping, 110 administrative and 16 policy. Seventeen meetings were held the average length of which was slightly less than two hours.

A policy decision was defined by Cunningham as "a guide to action, or a referent to which administrators and board members turn to guide subsequent decision-making." He gave a decision to employ only teachers who have Master's degrees as an example of a policy-type decision. Over 8 per cent of the decisions made by Cunningham's sample board were policy decisions. In this connection it should be mentioned that the board observed in the study had voted just prior to the observation period to begin the development of a formal set of policies. This, Cunningham suggested, probably increased the number of policy decisions made.

Adjudicative decisions were considered "one-shot" decisions, or actions which for the most part were terminal in nature. A decision to purchase a school site exemplified an adjudicative decision. The sample board made decisions of this type three out of five times. Cunningham asserted that:

> To discover that much of school board operation is clearly administrative decision making, and not policy formulating may surprise some people. But it should not because the school boards of America are legally obligated to make many of these decisions; no employee of the district could make some of them. Suffice then to say that school boards must engage in administrative decision making. In fact most of the energy of the five members of the board . . . was spend on deciding

> "one-shot," basically administrative matters. And this behavior most certainly was not infringement upon the administrative prerogatives of the school administrators.[28]

Housekeeping decisions as used in the study included mainly those decisions of a routine nature. Some of these decisions were only in keeping with rules of parliamentary procedure, some were required by law, some were in keeping with district policy, and some were made to keep the machinery of the meeting moving smoothly. Housekeeping decisions did not take up much time but contributed to the orderly transaction of the school district's affairs.

Keen investigated the effect of school district size upon the components of the decision patterns made by his sample of thirty-four boards of education. He found significant relationships between size of school system in five of the six operational areas. However, he found it difficult to assert that the relationship was due to size of school district rather than to some other factor or factors which may be associated with size of district. He concluded by saying that, "There is a difference in the decision patterns of the sample districts which appears to be related to size of school district." Also investigated was the correlation of types of decisions to school district size. It may be recalled that Keen categorized decisions into four types: (1) policy, (2) ministerial, (3) adjudicative, and (4) miscellaneous. When each of these was ranked with school district size

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[28]L. L. Cunningham, "Decision-Making Behaviour of School Boards," The American School Board Journal, 144:13-16, February, 1962.

no statistically significant relationship was revealed. Keen concluded that, "There are other factors in addition to school district size which are responsible for the differences found in the decision patterns of the four groups."[29]

It has been established that the educational level of board members bears a positive relationship to their effectiveness on the school board.[30] Since large school systems are more likely to attract more highly educated candidates this benefit should accrue to them. Hunkins discussed the availability to large urban boards of management-level people who have daily practice, on their own job, in making policy and delegating duties. He commented in this regard that, "they carry this principle naturally into their actions and reactions as board members." He contrasts these attitudes and actions to board members of small communities who do not ordinarily make policy and delegate responsibility in their daily occupations. They are used to doing things by themselves and reflect this attitude as board members.[31]

Size of school systems might well have a bearing on how school boards operate their affairs simply because size influences the quality of board members as well as the quality of their administrative staff.

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[29]Keen, op. cit., pp. 63-65.

[30]M. E. Stapley, "School Board Studies," Midwest University Center, University of Chicago, pp. 2-3.

[31]R. V. Hunkins, Superintendent and School Board, (Lincoln, Nebraska, University of Nebraska Press, 1949), pp. 12-13.

The effect of trustees' tenure on the decision patterns of school boards has not been investigated in those terms but rather on general effectiveness as school board members. Stapley reported that a minimum tenure of four years is desirable, and that effectiveness increases for the first six years after which time no advance or decline is evident.[32] A reporter for the National Education Association submitted the following conclusion in regard to tenure.

> No authentic standard has been developed as an optimum length of service for school board members; tho it is generally agreed that rapid turnover in board membership is objectionable. The data of this study support that conclusion in that the median tenure for superior boards is somewhat longer than that for below average boards.[33]

This study hypothesizes that changes have taken place in the composition of decision patterns in the interval 1949-1964. Research to support or refute this hypothesis was not found. However, some evidence follows.

The results of a study conducted by Myhre[34] suggest that school boards have, in recent years, become more conscious of their functions in regard to policy and derive considerable benefit from their involvement in developing codified policy manuals. Stapley reported on the effect of written policies on the operation of boards. He maintains

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[32]Stapley, loc. cit.

[33]National Education Association, Status and Practices of Boards of Education, Research Bulletin 24:49-70, April, 1946.

[34]A. R. Myhre, "School Board Policy Handbooks," (unpublished Master's Thesis, University of Alberta, 1961).

that, "Board members operating under written policies are more likely to adhere to their policy-making and legislative functions," and also that "Members of boards which operated in accordance with written policies were rated significantly more effective than those which operated without them."[35]

Opportunities for school board members to become more knowledgeable about school affairs have increased. The greater mobility of trustees has undoubtedly contributed to this. An important source from which trustees could derive considerable benefit is the annual round of conferences, seminars, zone meetings, and conventions. The agendas usually include topics relevant to the role and function of school boards. A growing source of information and guidance is the provincial headquarters of the Alberta School Trustees' Association. Besides its official publication, The Alberta School Trustee, numerous other useful material is disseminated to the member boards. In addition to this literature most boards subscribe to several Canadian and American education and school board periodicals that never tire of calling attention to the challenges and responsibilities of school board membership. Finally, it may be mentioned that the facilities and personnel of the Department of Education are available to school boards.

The need for school board members to be well informed about their schools in order that they can make wise decisions has been referred to previously. What is it that board members desire information about?

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[35]Stapley, op. cit., pp. 3-4.

Shannon conducted a study the purpose of which was to determine public school members' felt need for information about school board activity. His national survey revealed that the areas in descending importance were: administrative personnel, curriculum, public relations, objectives, board operation, physical plant, evaluation, finance, pupil services and non-administrative personnel.[36]

Related Information

The birth of school divisions and counties. This study hypothesizes that there is a difference in the types of decisions made by school boards that can be attributed to the type of school system. Stated in another way the hypothesis is that school boards of school divisions do not operate in the same manner as school committees of counties. Since comparisons between the practices of these two forms of local government are being made this section is intended to provide a brief background of a historical nature and to give reasons for this development.

Prior to the establishment of school divisions the school district was the unit of administration for education in rural Alberta. These school districts were about four miles square and meeting the costs of operating a school in such a small area often became quite difficult and sometimes impossible from a financial point of view.

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[36]A. G. Shannon, "What Public School Board Members in the United States Want to Know About Their Schools," Dissertation Abstracts, 20:939; No. 3, 1959.

It soon became obvious, too, that rural districts made little provision for secondary education. The plight of teachers, with little security of tenure and no guarantee that salaries would be paid, became intolerable. School facilities and services deteriorated and it became obvious that something needed to be done.

In 1936 the Government of Alberta passed Part XVII of the School Act. This provided the procedure to be followed in the establishment and operation of large units of administration. The large units comprised about fifty to sixty or more small rural school districts. The advantages claimed for school divisions included:

1. Equalization of taxation within the division
2. Higher calibre of divisional school boards
3. A more business-like administration and greater economy and efficiency in administration
4. Improvement in facilities and services
5. Increased supervision through the engagement of more superintendents
6. Improvement in the provision of high school instruction
7. Increased length of school year and improved attendance
8. Improvement in the teachers' position and effective placement of teachers.[37]

Slightly over half of the fifty-nine large rural administrative units in Alberta still remain as school divisions. The others have converted to another type of local government organization--the county.

Small municipal districts experienced problems not dissimilar to those of the small school district. Because of financial difficulties many were dissolved and their administration taken over by the

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[37]Department of Education, "After Three Years School Divisions in Alberta," (King's Printer, 1940), pp. 7-25.

Department of Municipal Affairs. As a result several small units were combined to form large municipal districts. The next step, referred to by its proponents as " 'the final logical step in the evolution of local government in Alberta' "[38] was the amalgamation of school divisions and large municipal districts to form an all-purpose form of local government unit. This was made possible by the County Act of 1950.

One of the major reasons for converting to counties has been the friction caused by the right of school divisions to requisition municipal governments for school purposes. The collecting authorities had little recourse but to levy and collect the tax for use by the school authorities. There was strong support for the concept that those who collected the tax should have some control over its expenditure and therefore be answerable to the public. The strained relationship between municipal and school authorities can be assessed from the following quotation.

> With educational costs rising sharply and requisitions also rising, municipal councils openly accused school boards of extravagance, irresponsibility and building up reserves even at times when taxing authorities were hard-pressed for cash.[39]

The adoption of the county system has been viewed by its opponents as a regression insofar as education is concerned. They claim school affairs deteriorate in favour of roads, sidewalks, and

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[38]Government of Alberta, "After Ten Years The Alberta County System," (Edmonton, 1961), p. 5.

[39]Ibid., p. 7.

other public services.[40] Those in favor of the county system point to the resolution of the requisitioning problem. They also claim economy of administration, greater value obtained for each tax dollar and provision for more effective and greater over-all planning.

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[40] Ibid., p. 5

CHAPTER III

DESIGN OF THE STUDY

The Data

The primary purpose of this study has been to assess the work of school boards by analyzing their decision-making practices. To obtain reliable information relative to decision making the official minutes of the sample boards were utilized. In this regard the School Act states:

> The secretary of the board of every non-divisional district and of every division shall,
> (a) in the minute book provided for the purpose, keep a full and correct record of the proceedings of every meeting of the board, and present the minutes, when confirmed, for signature by the chairman.[1]

The following data constituted the basic information for this investigation:

1. Data about school systems regarding enrolments, number and length of meetings, number and tenure of trustees and type of jurisdiction,

2. All the recorded decisions of the boards of the sample school systems in 1964,

3. All the recorded decisions of the boards of the same school systems in 1949,

4. The recorded reports of superintendents and others to the sample school boards in 1964, and

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[1]Revised Statutes of Alberta, 1955, Ch. 297, Sec. 192(1).

5. The interviews and discussions that took place in each system office following the categorization of decisions.

The Instrument

The instrument devised by Keen[2] formed the basis for the instrument* eventually devised for the categorization of decisions and other information. Some significant changes were made in the instrument after a trial run with two sets of 1964 minutes and two sets of 1949 minutes. Keen used six operational areas: (1) instructional program, (2) pupil personnel, (3) staff personnel, (4) business management and accounting, (5) buildings, property and maintenance, and (6) school board. Since transportation problems required considerable attention by some trustees and boards and since a large number of transportation decisions were made in the minutes used for the trial run, it was decided that a separate entity be provided for this operational area of administration. Keen's instrument made provision for classifying decisions according to four types: (1) policy, (2) ministerial, (3) adjudicative, and (4) miscellaneous. After consideration of the decisions made in the trial minutes it was decided that the ministerial type of decision was unnecessary.

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[2]E. W. Keen, "Some Relationships in the Composition of School Board Decisions," (Doctoral Dissertation, University of Illinois, 1963) University Microfilms, Inc., Ann Arbor, Michigan, pp. 89-92.

*See Instrument, Appendix D.

Boards, it appears, seldom make a decision to exercise their mandatory powers. They take for granted that a ministerial order must be executed and since this involves no judgement or deliberation, this type decision could be justifiably categorized as a housekeeping decision. Furthermore, when the manner in which the exercise of mandatory powers allows discretion, boards must exercise judgement, making this type of decision adjudicative.

Additional changes were made in the instrument within each of the operational areas to adapt it to the Alberta setting. For example, the individual items in the operational area of Instructional Program were revised to encompass the decisions that school boards of large rural administrative units normally make. Similar revisions were necessary in each of the other operational areas. Provision was also made for recording data and information in regard to trustee tenure, enrolments, meetings, and reports to the board. The complete instrument was bound into book form--each designed to contain the data for one school system for one year.

The Sample

The sample school systems participating in this study were chosen with regard to the design of the study:

1. Four distinct size groups, based on pupil enrolment in 1964, were required for statistical purposes.

2. An equal number of divisions and counties was required.

3. Each division was matched with a county with regard to comparability of pupil enrolment.

4. Although some geographic dispersion was preferred proximity to the City of Edmonton was an influence.

5. Each school system that indicated willingness to participate in the study needed to have in its possession the 1964 and 1949 official minutes.

Since official minute books must remain in the school system office it was necessary to travel to each in order to gather the data. As a consequence of this factor and those mentioned previously, the sample was held to sixteen systems.

Figure 1 indicates the distribution of the school systems which composed the sample of this study. Eight of these are school divisions and eight are counties.

Table I provides information relative to the sample and shows the manner in which the systems were divided into four groups on the basis of size. The numerals in parentheses, from (1) to (16), were assigned to the various school systems for purposes of identification. School divisions have odd numerals while those of counties are even. Enrolments for each system were obtained and the average enrolment for each size group determined. Group I consisted of the four systems with the least enrolment. The average enrolment of this group was 1,324. Groups II, III and IV were successively larger as shown by the data in Table I.

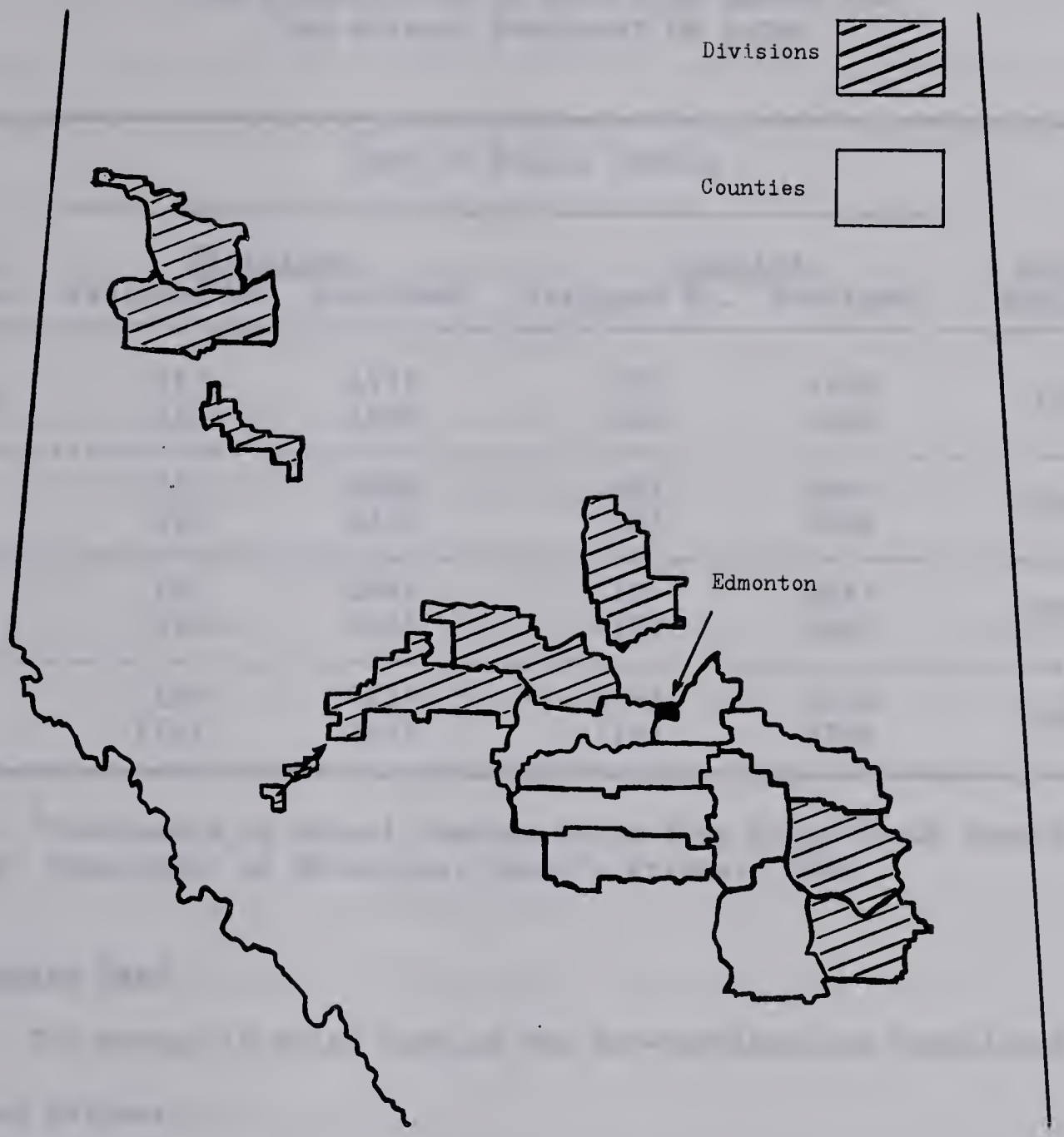


FIGURE 1

GEOGRAPHICAL DISTRIBUTION OF DIVISIONS
AND COUNTIES IN STUDY SAMPLE



TABLE I

THE CONSTITUTION OF FOUR SIZE GROUPS AND THE AVERAGE ENROLMENT OF EACH*

Size Groups	Type of School System: Divisions Assigned No.	Divisions Enrolment	Counties Assigned No.	Counties Enrolment	Average Enrolment
I	(1)	1171	(2)	1258	1324
	(3)	1503	(4)	1362	
II	(5)	2068	(6)	2385	2292
	(7)	2315	(8)	2398	
III	(9)	2892	(10)	2857	3099
	(11)	3164	(12)	3481	
IV	(13)	4127	(14)	4113	4281
	(15)	4135	(16)	4748	

*Enrolments of School Systems taken from Fifty-Ninth Annual Report, Department of Education, Queen's Printer, 1965.

Procedures Used

The manner in which each of the sub-problems was considered and treated follows.

1. What did the school boards and school committees decide?

Each decision made by the sample boards and recorded by the secretaries in the minute books was read, categorized and recorded in the instrument devised for that purpose. Thus the problems or issues dealt with by the participating boards are considered and referred to in the remainder of the study. A complete distribution of decisions for the 1964 calendar year has been reported in Appendix B.

2. Did the decisions made by school boards, over a period of one year, reveal common practices? Following the classification of decisions by type in the appropriate operational areas of school administration it was possible to observe common patterns of operation and differences in operation of the boards by noting the frequency of the decisions made in the various categories. By studying the data, conveniently arranged in tabular form, comparisons among board practices were made for the year encompassed by the study.

3. Was there a relationship between the various components of the decision patterns and the size of school system? The following null hypotheses were treated statistically with respect to this question.

a) There is no significant difference in the pattern of decisions made by type which can be attributed to size of school system.

b) There is no significant difference in the pattern of decisions made by type within each of the seven operational areas which can be attributed to size of school system.

c) There is no significant difference in the pattern of decisions made by operational area which can be attributed to size of school system.

4. Was there a relationship between the various components of the decision patterns and the type of school system? The following null hypotheses were treated statistically with respect to this question.

a) There is no significant difference in the pattern of decisions made by type which can be attributed to type of school system.

b) There is no significant difference in the pattern of decisions made by type within each of the seven operational areas that can be attributed to type of school system.

5. Was there a relationship between the various components of the decision patterns and the tenure of trustees? The following null hypotheses were treated statistically with respect to this question.

a) There is no significant difference in the pattern of decisions made by type which can be attributed to tenure of school board members.

b) There is no significant difference in the pattern of decisions made by type within each of the seven operational areas which can be attributed to tenure of school board members.

c) There is no significant difference in the pattern of decisions made by operational area which can be attributed to tenure of school board members.

6. What changes occurred in the composition of decision patterns over a period of fifteen years? General patterns of school board operation were examined and discussed for the respective years 1949 and 1964. The following null hypotheses were treated statistically with respect to this question.

a) There is no significant difference in the pattern of decisions made by type that can be attributed to changes in the decision-making practices of school boards over a period of fifteen years.

b) There is no significant difference in the pattern of decisions made by type within each of the seven operational areas that can be attributed to changes in the decision-making practices of school boards over a period of fifteen years.

7. To what extent did boards concern themselves with problems that could have been processed through the formulation of board policy? To answer this question each adjudicative decision made was subjected to a list of criteria to determine whether or not the problem under consideration could have been expedited by board policy.

8. Were boards informed about their schools and what was the nature of this information? A survey of the reports received by school boards during their official meetings was made in order to answer this question.

CHAPTER IV

ANALYSIS OF GENERAL PATTERNS OF SCHOOL BOARD OPERATION

The chapter which follows examines and analyzes the decision patterns of the participating school boards. In Chapter VI several hypotheses are tested in which school system size and type, tenure of trustees, and the effect of school system experience from 1949 and 1964 play an important role. The present chapter serves to provide insightful information and background to the chapters which follow--by examining some general patterns of school board operation. The data are presented in four major sections: Number and Length of Meetings, Number of Decisions, School Board Members, and Policy Handbooks. While all the sections deal with 1964 data the first two sections include comparisons with 1949 data. Comparisons of the practices of school divisions and counties are also made in each of the sections.

I. NUMBER AND LENGTH OF MEETINGS

The 1964 Sample

The boards of the sixteen school systems included in the study held a total of 225 meetings in 1964, an average of 14 meetings per year. However, due to the differences in the length of meetings, the number of meetings tended to be misleading as an indication of the time spent by boards in official session. For the sample boards, some meetings lasted only a few hours while others continued for two and occasionally three days. Normally, meetings convened between 9:00 A.M.

and 10:00 A.M. and adjourned about 5:00 P.M. to 6:00 P.M. This was considered a one-day meeting. When an evening session was included it was considered another half-day meeting unless it terminated before two to two and one-half hours elapsed in which case it was considered a quarter-day meeting.

Table II indicates the following information for each sample board in 1964: the number of meetings, the number of days of meetings, the number of decisions made per system and the average number of decisions per meeting per system. In general, the boards studied held one meeting per month and one or two special meetings. Twelve of the sixteen school systems followed this pattern, while one board held a high of nineteen meetings. However, as indicated previously, length of meetings in addition to the number provides a more accurate measure of the time boards spent in session. The number of days school boards sat ranged from eight to twenty-eight with an average of slightly over eighteen days.

When the school systems used in the study were stratified into four groups on the basis of size of enrolment,* there was a difference in the number of days of meetings which appeared to be related to the size of the school system. Table III shows how the four groups of school systems differed with respect to the number of meetings held, the number of days of meetings, the number of decisions and the average number of decisions per system per meeting.

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*Table I, p. 36.

TABLE II

NUMBER OF MEETINGS, NUMBER OF DAYS OF MEETINGS, NUMBER OF DECISIONS AND AVERAGE NUMBER OF DECISIONS PER MEETING PER SYSTEM IN 1964

School Systems	Number of Meetings Held**	Number of Days of Meetings**	Number of Decisions Made*	Ave. Number of Decisions Per Meeting
(1)	13	11	260	20.0
(2)	19	16	263	13.8
(3)	14	8	314	22.4
(4)	13	15	217	16.7
(5)	14	23	377	26.9
(6)	12	24	447	37.3
(7)	14	14	277	19.8
(8)	12	12	510	42.5
(9)	12	17	462	38.5
(10)	15	14	309	20.6
(11)	14	25	724	51.7
(12)	14	15	446	31.9
(13)	16	19	385	24.1
(14)	16	28	467	29.2
(15)	13	23	465	35.8
(16)	14	25	347	24.8
TOTAL	225	289	6270	

Average number of meetings per school system 14.06
Average number of days of meetings per school system 18.06
Average number of decisions per school system. 391.88
Average number of decisions per meeting. 27.87

*Appendix B

**From Instrument, Sample, Appendix D.

TABLE III

NUMBER OF MEETINGS, NUMBER OF DAYS OF MEETINGS, AND NUMBER OF DECISIONS BY FOUR SIZE GROUPS*

Size Groups	Number of Meetings	Number of Days of Meetings	Ave. Number of Days of Meetings	Ave. Number of Decisions Per System	Ave. Number of Decisions per System Per Meeting
I	59	50	12.50	263.50	17.86
II	52	73	18.25	402.75	30.98
III	55	71	17.75	485.25	35.30
IV	59	95	23.75	416.00	28.20

*Data derived from Instrument.

The number of meetings for each of the four size groups did not indicate a trend. The number of days of meetings, however, did show an increase as the enrolment size increased. To test the extent of the correlation between school system size and number of days of meetings held, a Spearman rank correlation coefficient was calculated. To accomplish this the sixteen school systems were ranked according to enrolment size and also with regard to the number of days of meetings each held. The resulting Spearman correlation was .609 which was then tested for significance. A t of 13.55 with fourteen degrees of freedom indicated that in less than one case in a thousand would the obtained relationship occur by chance. For the sample then, it may be concluded that the larger the school system the more time was spent by trustees attending board meetings.

Division and County Meetings Compared

Divisional boards held an average of 13.75 meetings in 1964. They met an average of 20.75 times and spent an average of 17.50 days at meetings. County boards held an average of 14.40 meetings, slightly more than divisional boards, for the year under study. They met an average of 20.60 times and spent an average of 18.60 days at meetings. They spent an average of a day longer in session than did divisional boards.

1964 and 1949 Meetings Compared

In 1949 the boards of the sample school systems held 205 meetings over 227 days compared to 225 meetings over 289 days for the boards of 1964. During the fifteen year interval the average enrolment increase was approximately 60 per cent. Table IV shows the 1949 and 1964 pupil enrolments. The increases ranged from a low of 146 pupils to a high of 2,473. The average increase for all school systems was 1,021. The meeting increase, however, was about 10 per cent while the number of days of meetings increased about 27 per cent. Enrolment increases have not been accompanied by comparable increases in meeting time.

II. NUMBER OF DECISIONS

The 1964 Sample

The school boards included in the study show a high degree of variation in the extent to which they exercised their decision-making

TABLE IV

PUPIL ENROLMENTS OF THE SAMPLE SCHOOL SYSTEMS FOR 1949 AND 1964

School System	1949 Enrolment*	1964 Enrolment**	Increase
1	328	1171	843
2	1112	1258	146
3	1119	1503	384
4	1053	1362	309
5	1463	2068	605
6	1381	2385	1004
7	1806	2315	509
8	2010	2398	388
9	1760	2892	1132
10	1972	2857	885
11	2075	3164	1089
12	2169	3481	1312
13	1669	4127	2458
14	1640	4113	2473
15	2527	4135	1608
16	3557	4748	1191
Average	1728	2749	1021

*Forty-Fourth Annual Report, Department of Education, King's Printer, 1950.

**Fifty-Ninth Annual Report, Department of Education, Queen's Printer, 1965.

function.* Table II shows that the sixteen school systems made a total of 6,270 decisions during 1964. The totals for the individual systems ranged from a low of 217 for one board to a total of 724 decisions made by the most active board. For the one-year period surveyed, the boards made an average of 392 decisions.

The information presented in Table II also allows a comparison of the decision productivity of each board on a per meeting basis. While the school systems as a group made almost 28 decision per meeting, considerable variation existed among the individual systems. The range in decision productivity on a per meeting basis was from a low of 13.8 for one board to a high of 51.7 for another.

Table III shows the number of decisions for the four size groups. The number of decisions made increased as the size of the school systems increased in the first three size-groups. In the largest size-group, Group IV, a definite decline in the number of decisions occurred.

Division and County Decisions Compared

The distribution of decisions for divisions and counties is compared in Table V. In the areas of Instructional Program, Staff Personnel, Business Management and Accounting, Transportation and School Board, divisional boards made more decisions than did county boards. The differences, however, are not as large nor as revealing as the large number of decisions made in all categories by both types

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*Appendix B

TABLE V

DISTRIBUTION OF DECISIONS BY TYPE AMONG SEVEN OPERATIONAL AREAS FOR SCHOOL DIVISIONS AND COUNTIES IN 1964*

	Types of Decisions							
	Policy		Adjudicative		Housekeeping		Total	
Operational Areas	Divisions	Counties	Divisions	Counties	Divisions	Counties	Divisions	Counties
Instructional Program	6	3	68	39	21	18	95	60
Pupil Personnel	36	23	189	192	27	43	252	258
Staff Personnel	21	28	444	345	136	208	601	581
Business Management and Accounting	6	10	266	248	208	145	480	403
Buildings, Property and Maintenance	9	11	490	490	146	163	645	664
Transportation	12	18	267	161	59	55	338	234
School Board	8	11	158	82	687	713	853	806
Total	98	104	1882	1557	1284	1345	3264	3006

*From Instrument.

of systems. Differences are also shown in regard to the number of decisions made according to type. Divisional boards made more adjudicative decisions but slightly fewer policy and housekeeping decisions.

1964 and 1949 Decisions Compared

In 1949 the school boards of the sample school systems made a total of 4,621 decisions* for an average of 22.5 decisions per meeting. The boards of these systems made 6,270 decisions in 1964 for an average of 27.9 decisions per meeting. The distribution of these decisions in 1949 according to type** was: policy, 1.6 per cent; adjudicative, 53.9 per cent; and housekeeping, 44.5 per cent. The comparable distribution in 1964 was: policy, 3.2 per cent; adjudicative, 54.9 per cent; and housekeeping, 41.9 per cent. The figures indicate little change in the way the boards operated. They do indicate, nevertheless, that the proportion of policy-type decisions doubled after fifteen years. Table VI compares the percentages of decisions made in the two respective years for the seven operational areas. The proportion of decisions made in the area of Instructional Program increased slightly. Decisions concerning personnel, property and transportation increased while those decisions dealing with business management and school board decreased.

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*Appendix C.

**Derived from Instrument.

TABLE VI

PERCENTAGES OF DECISIONS MADE IN
THE SEVEN OPERATIONAL AREAS
IN 1949 AND 1964

Area of Decisions	1949*	1964**
Instructional Program	2.2	2.5
Pupil Personnel	7.6	8.1
Staff Personnel	15.5	18.8
Business Management and Accounting	17.0	14.1
Buildings, Property and Maintenance	18.7	20.9
Transportation	7.5	9.1
School Board	31.5	26.5

*Derived from Appendix C.

**Derived from Appendix B.

III. SCHOOL BOARD MEMBERS

A total of forty-three board members served the eight school divisions in 1964. In contrast to this number seventy-three school committee members served the counties. The range in the number of trustees per school division was from four to six while the range for counties was from six to twelve. This was an average complement of 5.4 for school division and 9.1 for counties.

The average tenure of school division trustees was 8.4 years compared to 4.7 years for school committee members. The difference in average tenure can be accounted for by the consideration of two factors. First, some counties were of recent origin. One system had been a county for only one year while the "oldest" county studied had operated for thirteen years. The average age of the counties in the sample was 5.5 years, while the average school division had been in existence for about a quarter of a century. Related to this is the fact that few school division trustees become county school committee members following a change to county status. Only seven of the seventy-three school committee members had served as school division trustees.

IV. POLICY HANDBOOKS

A majority of the sample school systems studied were in possession of a "policy" handbook. The utility and recency of these handbooks varied considerably. Of the counties studied five had handbooks. Two of these five were badly out of date. One had not been

revised during the previous ten years. Of the remaining three, one was not printed for circulation to the administrative staff or teachers. The secretary-treasurer possessed the sole copy. The handbooks of school divisions were much the same as those described for counties. Of the eight divisions six possessed handbooks of which two were obsolete. In only one division had provision been made to keep the handbook up-to-date.

V. SUMMARY

The concern in this chapter was with the general patterns of operation of the sample boards. The 1964 data were examined, counties and divisions were compared, as were 1964 and 1949 practices. In addition, the membership of the boards was examined and some brief comments about policy handbooks were made.

Examination of the data revealed the following general patterns.

1. The number of meetings held by the sample school systems did not vary greatly. County school committees held slightly more meetings than did divisional school boards. The 1964 boards held more meetings than did the boards of the same systems in 1949.

2. The number of days boards spent in official session was generally high and showed considerable variation among the sample boards.

3. There was a high positive correlation between the size of school system, as measured by pupil enrolment, and the number of days of board meetings.

4. County school committees spent an average of one day longer at meetings than did divisional boards.

5. The length of meetings has not increased in the same proportion as the enrolment, since 1949.

6. The number of decisions made by the sample boards, for the year surveyed, revealed wide variations in practice.

7. Divisional boards made more decisions than county school committees, but the difference is less significant than the large number of decisions made by all systems.

8. The 1949 school boards made fewer decisions than their counterparts in 1964. In addition, they made less than half as many policy decisions.

9. The counties in the sample were represented by 73 committee members while the school divisions were represented by 43 trustees.

10. The average tenure of trustees tended to be fairly long--8.4 years for school divisions and 4.7 years out of a possible 5.5 years for counties.

11. Fewer than half of the systems surveyed had policy handbooks of value and only one of these had made provision for keeping their policy handbook up-to-date.

CHAPTER V

PATTERNS OF DECISION MAKING BY SCHOOL BOARDS

The previous chapter analyzed some general practices followed by the school boards in the 1964 sample. Divisions and counties were compared with respect to these general practices. Comparisons were also made between the practices of 1949 and 1964 school boards in the areas of meetings and decisions.

The purpose of the present chapter is to show the distribution of decisions in the seven operational areas of school administration and the furtherdistribution of these decisions according to type. The sub-problem of the study: "What do school boards and school committees decide?" is given major consideration. Some insight is also given into how problems were resolved--by taking into consideration the type of decisions made.

The data are presented under the following three categories: Decision Patterns Within Seven Operational Areas, Decision Patterns by Type, and Decision Patterns by Type by Operational Area.

I. DECISION PATTERNS WITHIN SEVEN OPERATIONAL AREAS

This section of the chapter is concerned with the pattern in which decisions are distributed among the seven operational areas of school administration.

The instrument* constructed for use in this study, as previously described, identified seven operational areas in which the decisions of school boards might be categorized. This section analyzes: first, the distribution of decisions by the entire sample within the seven operational areas and, secondly, the distribution of decisions among the specific items of each operational area when the school systems are arranged into four groups on the basis of enrolment.

Distribution of Decisions Within Each Operational Area

Instructional program. The school boards in this study made comparatively few decisions in the area of Instructional Program. Of the total number of 6,270 decisions made by all systems in the seven operational areas combined, as shown in Table VII, only 155, or 2½ per cent of these, were concerned with the instructional program. When the decision activity of individual boards was analyzed marked variations were noted. A low of 2 decisions was made in the area of Instructional Program by one board while the most active board made 21 decisions.

Table VIII presents data on the number of decisions made about each item included in the Instructional Program area according to the four groups of systems. Of the 155 decisions in this area 32 dealt with the organization of schools, 25 with curriculum offerings, 16 with special classes and 15 with vocational services.

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*Appendix D

TABLE VII

DISTRIBUTION OF DECISIONS AMONG SEVEN OPERATIONAL AREAS FOR DIVISIONS AND COUNTIES IN 1964*

School System	Instructional Program	Pupil Personnel	Staff Personnel	Business Management and Accounting	Buildings, Property and Maintenance	Transportation	School Board	Total
(1)	7	23	58	49	47	11	65	260
(2)	5	27	37	34	56	37	67	263
(3)	2	29	59	41	75	40	68	314
(4)	4	23	33	31	40	3	83	217
(5)	7	31	79	86	56	16	102	377
(6)	3	43	62	81	138	36	84	447
(7)	17	30	63	33	26	12	96	277
(8)	12	46	111	58	72	59	152	510
(9)	14	37	84	58	100	33	136	462
(10)	19	37	55	32	62	32	72	309
(11)	20	36	85	97	205	138	143	724
(12)	6	31	90	55	88	18	158	446
(13)	21	35	86	42	59	33	109	385
(14)	7	26	78	74	142	31	109	467
(15)	7	31	87	74	77	55	134	465
(16)	4	25	115	38	66	18	81	347
TOTAL	155	510	1182	883	1309	572	1659	6270
PERCENTAGE	2.47	8.13	18.85	14.08	20.88	9.12	26.46	

*Derived from Appendix B.

TABLE VIII

DISTRIBUTION OF DECISIONS IN AREA OF INSTRUCTIONAL PROGRAM BY FOUR SIZE GROUPS OF SCHOOL SYSTEMS IN 1964*

Items	Groups of School Systems				
	I	II	III	IV	Total
a. Curriculum offerings	3	11	5	6	25
b. Library	1	4	6	1	12
c. Field trips	1	1	1		3
d. Kindergartens	1	1	1		3
e. Track meets	1	2	3	1	7
f. Organization of classes			1	1	2
g. Organization of schools	4	7	13	8	32
h. Special programs	1		4	3	8
i. Special classes	2	3	6	5	16
j. Supervisory services		2	4	5	11
k. Vocational services	1	6	5	3	15
l. Correspondence courses	2	2	1	4	9
m. Other	1		9	2	12
Total	18	39	59	39	155

*Derived from Appendix B.

Group III made the most decisions in this area while Group I made the least. Group IV made substantially fewer decisions than Group III despite enrolments that were about 40 per cent greater.

Pupil personnel. Reference to Table VII reveals that 510 decisions were made by all the school systems combined regarding the welfare or problems of students. This represented about 8 per cent of all decisions made. The range of decisions made by all school boards in the area of Pupil Personnel was relatively narrow; the board with the fewest decisions making 23 and the board making the most decisions, 46.

Table IX provides information regarding the decisions made on individual items in the area of Pupil Personnel. The provision of financial assistance on behalf of students accounted for over half the decisions made in this area. Tuitions, bursaries and loans drew 178 decisions while 72 decisions involved payments in lieu of transportation and subsistence allowances. The decisions made with respect to pupil services added to this assistance. Sixty decisions were made in regard to pupil punishment, expulsion and suspension. Designating the school to be attended was referred to boards thirty-four times. According to Table IX Groups II and III made more decisions in the area of Pupil Personnel than either Group I or IV.

Staff personnel. Nearly 19 per cent of all board decisions were made in regard to professional and non-professional staff-members in

TABLE IX

DISTRIBUTION OF DECISIONS IN AREA OF PUPIL PERSONNEL BY FOUR SIZE GROUPS OF SCHOOL SYSTEMS IN 1964*

Items	Groups of School Systems				
	I	II	III	IV	Total
a. School entrance	1		2	3	6
b. Non-resident and R.C. pupils	3		10	5	18
c. Attendance, dropouts, etc.		4		3	7
d. Truancy, vandalism, etc.	2	4	1	3	10
e. Textbook rental		3	1	4	8
f. Achievement and scholarship	3	2	4	6	15
g. Punishment, expulsion and suspension	12	19	15	14	60
h. Reporting to parents	1	1	1	2	5
i. Pupil services: lunch, insurance, etc.	7	11	7	12	37
j. Tuitions, bursaries and loans	37	54	62	25	178
k. Atypical child	2	8	9	12	31
l. Trips and excursions		1	3		4
m. Restrictions: dress, smoking, etc.	3	1		4	8
n. School to be attended	7	5	12	10	34
o. Payment: transportation and/or subsistence	24	34	5	11	74
p. Other		3	9	3	15
Total	102	150	141	117	510

*Derived from Appendix B.

the school systems.* Individual school systems, however, differed considerably in regard to the proportion of their total decisions devoted to staff personnel. One school board made fewer than 12 per cent of its total decision output in this area while another exceeded 33 per cent. With regard to the quantity of decisions made in the area of Staff Personnel the number ranged from a low of 33 for one school system to 115 for the most prolific.

The distribution of decisions throughout the various items is shown in Table X. Boards made an average of 74 decisions in regard to their staffs. As might be expected the majority of these dealt with engagement, salary, resignation, leaves and absences, sponsorship or permission to attend meetings, seminars, etc., and responsibility or duty. Few decisions were made concerning designation of areas of authority, inservice education, and evaluation of services and behavior.

Table X also indicates that Group IV, the largest size group, made more decisions in the area of Staff Personnel than did any other. Groups II and III were about the same while Group I made the least.

Business management and accounting. The boards in the sample made 883 decisions in the area of Business Management and Accounting. This area accounted for 14 per cent of all the decisions made. Boards were not equally active in this area. The least number of decisions made was 31, the most was 97, and the mean was 55.

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*This study excludes from this area of operation non-professional personnel involved in the provision of transportation.

TABLE X

DISTRIBUTION OF DECISIONS IN AREA OF STAFF PERSONNEL BY FOUR SIZE GROUPS OF SCHOOL SYSTEMS IN 1964*

Items	Groups of School Systems				
	I	II	III	IV	Total
a. Engagement	32	61	64	75	232
b. Resignation	23	36	36	48	143
c. Termination, suspension	5	8	14	10	37
d. Retirement, long service recognition		4	3	5	12
e. Salary, allowances, gifts	55	49	51	75	230
f. Leave, absence, vacation	22	51	34	42	149
g. Inservice, internship	2	1	6	1	10
h. Temporary employment, substitutes	6	3	14	3	26
i. Responsibility, duties	7	14	25	27	73
j. Authority	1		2	2	5
k. Evaluation: services, behavior		11	8	7	26
l. Sponsorship, attendance: courses, institutes, etc.	15	28	31	22	96
m. Insurance, pension, health services	4	13	8	14	39
n. Assignment and termination of designation	5	21	5	20	51
o. Transfers	3	6	7	9	25
p. Other	7	9	6	6	28
Total	187	315	314	366	1182

*Derived from Appendix B.

Table XI shows that most of the decisions can be attributed to four items. Purchasing supplies and equipment, payment of accounts, borrowing money and the provision of grants include 84 per cent of all the decisions made in the operational area under discussion. Purchasing supplies and equipment, the single largest item, accounted for 345 decisions. For this item the decision-making practices of boards displayed wide variation. Whereas one board considered it necessary to make decisions on purchasing supplies and equipment only four times another board made a total of fifty-five decisions on this item.

Table XI shows that Group II made the most decisions in the area of Business Management and Accounting, followed in decreasing order by Group III, Group IV and Group I.

Buildings, property and maintenance. Reference to Table VII indicates that the sixteen school systems in the study made a total of 1,309 decisions in the area of Buildings, Property and Maintenance. This represents almost 21 per cent of all decisions. Boards made more decisions in this area than in any other with the exception of School Board. A high degree of variation in the number of decisions made by each board is again evident, with the most active board making 205 decisions in this area compared to a low of 26 by one board and 40 by a second.

Table XII provides information relative to the distribution of decisions within the area of Buildings, Property and Maintenance. The largest item, maintenance and renovation, had 372 decisions made with

TABLE XI

DISTRIBUTION OF DECISIONS IN AREA OF BUSINESS MANAGEMENT AND ACCOUNTING BY FOUR SIZE GROUPS OF SCHOOL SYSTEMS IN 1964*

Items	Groups of School Systems				
	I	II	III	IV	Total
a. Budget and levy	6	7	13	10	36
b. Borrowing money	18	17	19	10	64
c. Auditing	3	1	1	2	7
d. Purchasing: supplies, equipment	35	104	111	95	345
e. Accounting procedures	1	1	4	3	9
f. Signing authority	3	2	1		6
g. Periodic reports	9	11	9	5	34
h. Payment of accounts	63	71	62	72	268
i. Provision of grants	13	21	8	24	66
j. Provision of professional literature	1	2	4	4	11
k. Collection of accounts		2	4		6
l. Other	3	19	6	3	31
Total	155	258	242	228	883

*Derived from Appendix B.

TABLE XII

DISTRIBUTION OF DECISIONS IN AREA OF BUILDINGS, PROPERTY AND MAINTENANCE BY FOUR SIZE GROUPS OF SCHOOL SYSTEMS IN 1964*

Items	Groups of School Systems				
	I	II	III	IV	Total
a. Use of property, buildings and equipment by others	31	15	28	56	130
b. Insurance	9	8	10	7	34
c. Maintenance and renovation	49	67	162	94	372
d. Acquiring sites, facilities and services	24	55	90	49	218
e. Disposing of equipment, buildings and land	51	33	42	52	178
f. Architects, contractors, etc.	13	18	17	21	69
g. Evaluation: facilities, equipment	1	4	11	2	18
h. Determining future needs	3	2	15	10	30
i. Construction: buildings, additions	26	65	46	31	168
j. Rental or lease for board use		2	6	2	10
k. Teacher residence rental	8	23	17	13	61
l. Moving buildings and equipment	3		5	1	9
m. Other			6	6	12
Total	218	292	455	344	1309

*Derived from Appendix B.

respect ot its administration. One board made almost one-third of all these decisions. Exclusion of this overly active board yields a mean of under 17 decisions for maintenance and renovation for the remaining fifteen systems. Other items involving major board attention included: the public use of school property, new construction, the disposal of buildings, equipment and land, and the acquistion of sites, facilities and services.

The distribution of all the decisions made in the area of Buildings, Property and Maintenance with respect to the four size groups of school systems revealed that Group III was again more active in making decisions than was Group IV, the largest enrolment group.

Transportation. The provision of transportation accounted for over 9 per cent of all decisions. Individual school systems indicated extreme differences in the manner in which the problems associated with this area of operation were administered. Three decisions were made by the least active board while one school board made as many as 138 decisions. The average number of decisions for all boards was 36.

Table XIII shows that decisions with respect to bus routes, approval and dismissal of drivers, approval for repair and purchase of busses, and remuneration of drivers and contractors constituted nearly 70 per cent of the decisions made in this operational area.

The distribution of decisions according to size groups followed the same trend; Group III made the most decisions with Groups I and II in their respective positions consonant with the size of the systems which comprise them.

TABLE XIII

DISTRIBUTION OF DECISIONS IN AREA OF TRANSPORTATION BY FOUR SIZE GROUPS OF SCHOOL SYSTEMS IN 1964*

Items	Groups of School Systems				
	I	II	III	IV	Total
a. Roads, crossings, embussing, debussing, etc.	3	5	12	5	25
b. Bus routes and extensions	11	6	77	32	126
c. Transportation of adults	4		2	1	7
d. Awarding of contracts		19	4	7	30
e. Remuneration	13	23	12	30	78
f. Provision of transportation	5	2	15	2	24
g. Driver responsibility	3	5	6	6	20
h. Responsibility: pupil and parent		2	2		4
i. Extracurricular and curricular use of busses	11	6	10	1	28
j. Provision of busses, approval for purchase	9	19	27	32	87
k. Rules and regulations			4		4
l. Other agencies	3	6	3	3	15
m. Approval and dismissal of drivers	24	26	41	10	101
n. Other	5	4	6	8	23
Total	91	123	221	137	572

*Derived from Appendix B.

School board. As is reported in Table VII, over 26 per cent of all decisions made by the sixteen sample boards were made in the area designated as School Board. More decisions were made in this area than in any other when the school systems were considered as a group, and when the systems are taken individually three-quarters of the school boards made this their most fertile ground for making motions. The average number of decisions made was over one hundred and the range extended from 65 to 158.

Table XIV indicates that nearly four hundred of the 1,659 decisions made in this area dealt with meeting procedure. The item about which the next highest number of decisions was made, 312, embraced decisions which empowered committees of one or more trustees to act on behalf of the board. The assignment of functions to newly formed and existing committees was also included in this item. Accepting, correcting and deleting minutes, accepting reports, setting meeting dates, and duties concerning elections and appointments were other major decision items. In contrast to the large number of decisions on the items mentioned, local school boards and delegations did not consume much of the boards' time.

Group III again made the most decisions; Groups II and IV were about the same while Group I made the fewest. This pattern, with some exceptions, was fairly general throughout the seven operational areas. In one area only, that of Staff Personnel, did Group IV make the greatest number of decisions. Group II made the most decisions in two

TABLE XIV

DISTRIBUTION OF DECISIONS IN AREA OF SCHOOL BOARD BY FOUR SIZE GROUPS OF SCHOOL SYSTEMS IN 1964*

Items	Groups of School Systems				
	I	II	III	IV	Total
a. Agenda, minutes	57	93	67	65	282
b. Appointments, elections, etc.	10	22	26	13	71
c. Assignment and function of committees	42	48	125	97	312
d. Public relations	3	9	22	20	54
e. Surveys, briefs, reports	30	41	90	6	167
f. Professional meetings	6	14	14	12	46
g. Expenses in the performance of duties	5	5	2	9	21
h. Boundaries: sub-divisional, district, county, etc.	4	5	4	7	20
i. School calendar	7	7	5	10	29
j. Meeting dates, times and sites	30	26	30	51	137
k. Delegations and petitions		2	1	1	4
l. Meeting procedure	73	125	98	103	399
m. Local school boards	1	3	5	4	13
n. Other agencies	12	20	15	21	68
o. Legal counsel		4	2	5	11
p. Other	3	10	3	9	25
Total	283	434	509	433	1659

*Derived from Appendix B.

areas--Pupil Personnel and Business Management and Accounting. Group III made the most decisions in the other four areas.

II. DECISION PATTERNS BY TYPE

The purpose of this section of the chapter is to analyze the components of the decision patterns followed by the school boards included in this study and to determine the distribution of these decisions among the three types previously identified.

Policy Decisions

A policy decision as used in this study refers to a board decision which provides guidance or direction to the administrative staff or to the board itself. It may be made for a specified period of time or until changed as circumstances require. A policy decision tends to render unnecessary the referral of a like problem to the attention of the board. This broad interpretation includes decisions of a regulatory nature. Regulatory decisions reflect board philosophy and give effect to board policy whether stated or implied.

The decisions considered to be policies and categorized as such in the instrument used in this study ranged from regulations to policies depending upon the extent of prescription the school board had chosen to include. The following samples selected from the minutes studied serve to illustrate the type of decision categorized as policy.

1. As a matter of policy, school principals not holding a classroom register shall teach 60 per cent of the time.

2. Boy Scout meetings shall not be permitted in the school gyms.

3. Since school track meets take place on a school day as part of the program in physical education, all teachers shall attend to assist and supervise.

4. The supervision of pupils shall not be a condition of employment for school custodians.

5. The issuing of aspirins shall be discontinued and the principals' handbook shall be changed accordingly.

On the basis of the foregoing discussion and illustrations, to what extent were the school boards policy-making bodies? Table XV presents a breakdown by type of the total decisions made by each of the school systems in the sample. Of the 6,270 decisions made by the sixteen school systems in 1964, 202 were categorized as policy decisions. This represents 3.2 per cent of the total. Individual systems varied from a low of 3 policy decisions for the year to a high of 26. The two boards most active in policy-type decisions, investigation revealed, were in the process of developing written policies during the year covered by the study. This undoubtedly increased their policy productivity above normal practice.

Adjudicative Decisions

An adjudicative decision is one wherein the board is the judge of the action to be taken. Unlike a policy decision which sets precedent for the future, an adjudicative decision is concerned with only a single incident or problem.

TABLE XV

DECISION PATTERNS BY TYPE FOR SCHOOL SYSTEMS IN 1964*

School Systems	Number of Decisions by Type			
	Policy	Adjudicative	Housekeeping	Total
(1)	3	171	86	260
(2)	5	148	110	263
(3)	8	206	100	314
(4)	4	88	125	217
(5)	15	203	159	377
(6)	10	286	151	447
(7)	9	151	117	277
(8)	14	194	302	510
(9)	18	256	188	462
(10)	15	173	121	309
(11)	13	450	261	724
(12)	19	174	253	446
(13)	26	195	164	385
(14)	15	284	168	467
(15)	6	250	209	465
(16)	22	210	115	347
TOTAL	202	3439	2629	6270
PER CENT OF TOTAL	3.22	54.85	41.93	

*Derived from Instrument.

Over half the decisions made by the sample boards were adjudicative-type decisions. Table XV reveals that 3,439 of the 6,270 decisions made, dealt with problems allowing boards some discretion. In terms of averages--214 adjudicative decisions were made by each school system for the year, and 15 were made at each meeting. School boards varied widely in the extent this type of decision was made. The least active board in this regard made 88 decisions while the board on the other end of the continuum made 450 decisions.

Housekeeping Decisions

School boards made many decisions of a routine nature which are not necessitated by the presence of any real educational problem. Accepting reports, filing correspondence, assigning duties to committees and adjourning meetings serve as examples. This study also includes, as housekeeping decisions, those decisions made in keeping with the directives of some higher authority. There are certain official acts that boards must perform. For example, when the superintendent presents to the board a list of the teachers he had engaged, the acceptance tends to become a mere formality, yet a necessary part of the board's function.

The sixteen boards in this study made 2,629 decisions of the housekeeping type. This represents 42 per cent of the total number made. The variation in the number made by each board was from 86 to 302 while the average for all boards was 164.

III. DECISION PATTERNS BY TYPE BY OPERATIONAL AREA

The two previous sections of this chapter analyzed decisions according to the operational area affected and according to type. This section analyzes decisions by type and operational area, as evidenced by the decision patterns followed by the boards in this study.

Table XVI provides an analysis of all the decisions made by the sample boards in the seven operational areas according to decision types. The number of policy-type decisions made by the school boards was relatively insignificant. The 202 policy decisions represented about 3.2 per cent of the total. Decisions in regard to personnel accounted for the majority (53 per cent) of the policy-type decisions made. Transportation was next highest with 15.9 per cent; but this averages out to less than 2 policy decisions per system for the year. Fewer policy decisions were made in the area of Instructional Program than in any other. Only 9 policy-type decisions were made in this area for the sixteen school systems.

Figure 2 provides a basis for comparing the decision activity of all the school systems combined in the seven operational areas and the three decision types. The average number of decisions for all boards is graphed for the three types in each operational area. The relative number of policy decisions made in most operational areas was comparatively insignificant.

Table XVI indicates that 3,439 adjudicative decisions were made by the sample boards. The distribution of these decisions varied

TABLE XVI

DECISION PATTERNS BY TYPE IN SEVEN OPERATIONAL AREAS FOR ALL SCHOOL SYSTEMS COMBINED, IN 1964*

Operational Area	Types of Decisions			Total
	Policy	Adjudicative	Housekeeping	
Instructional Program	9	107	39	155
Pupil Personnel	59	381	70	510
Staff Personnel	49	789	344	1182
Business Management and Accounting	16	514	353	883
Buildings, Property and Maintenance	20	980	309	1309
Transportation	30	428	114	572
School Board	19	240	1400	1659
Total	202	3439	2629	6270

*Derived from Instrument.

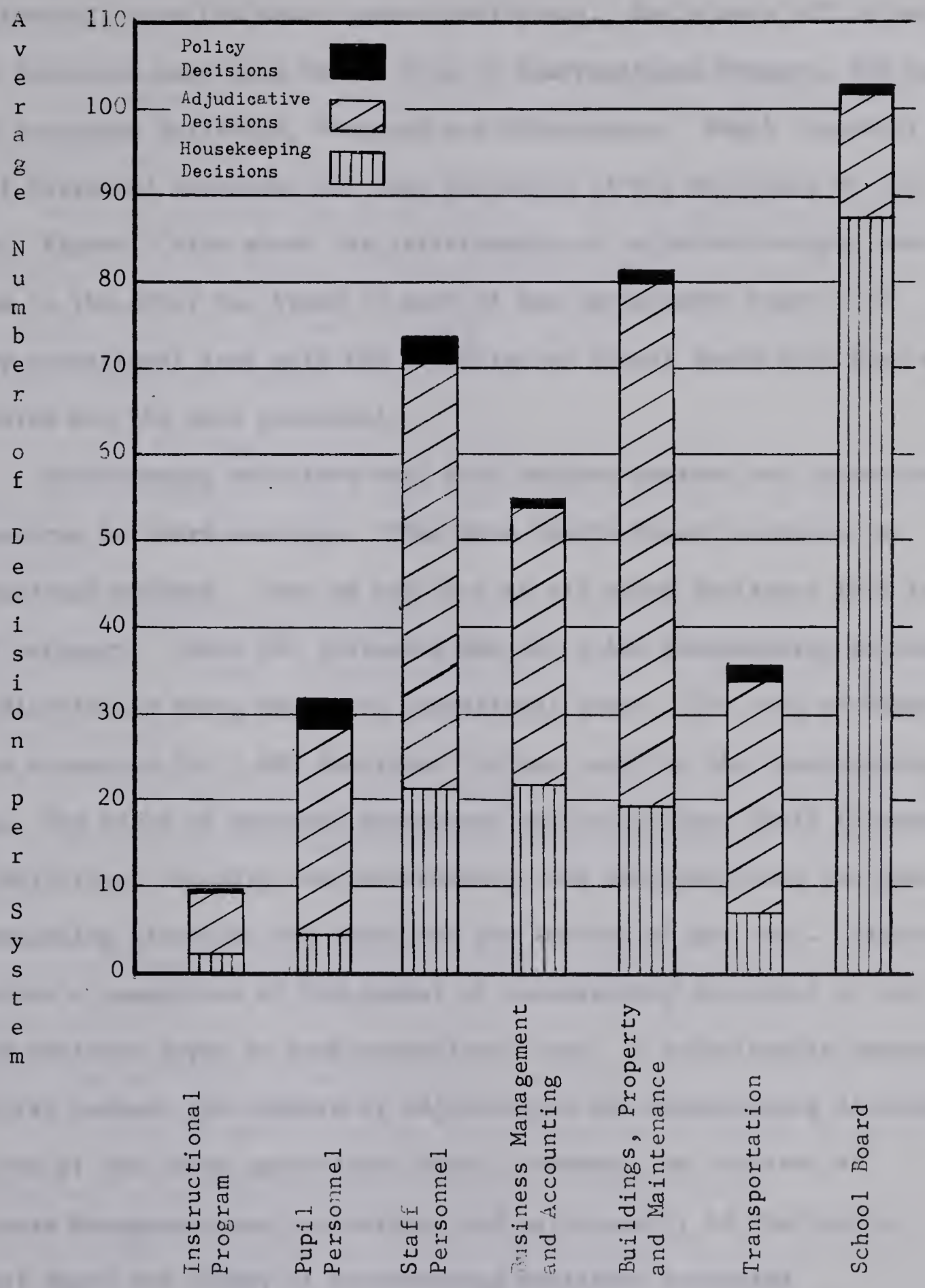


FIGURE 2

DISTRIBUTION OF DECISIONS BY TYPE IN SEVEN OPERATIONAL AREAS FOR SCHOOL SYSTEMS IN 1964



considerably over the seven operational areas. While only 107 adjudicative decisions were made in the area of Instructional Program, 980 were made regarding Buildings, Property and Maintenance. Pupil Personnel and Staff Personnel accounted for over one-third of all decisions of this type. Figure 2 also shows the relationship of adjudicative-type decisions to the other two types in each of the operational areas. In every operational area with the exception of School Board this type of decision was the most prevalent.

Housekeeping decisions deal with routine matters and operational procedures of board meetings. They have little direct relevance to educational matters. Over 40 per cent of all board decisions fell in this category. Table XVI indicates how the 2,629 housekeeping decisions are distributed among the seven operational areas. The area of School Board accounted for 1,400 decisions (53 per cent) of the housekeeping type. The areas of Business Management and Accounting, Staff Personnel, and Buildings, Property and Maintenance, each received about the same housekeeping attention and accounted for another 38 per cent. Figure 2 provides a comparison of the number of housekeeping decisions to the other decision types in each operational area. A relationship appears to exist between the numbers of adjudicative and housekeeping decisions in five of the seven operational areas. However, in the area of Business Management and Accounting, and particularly in the area of School Board the number of housekeeping decisions increased significantly.

IV. SUMMARY

The purpose of this chapter was to examine the decision patterns of the sample boards.

When the decision patterns within the seven operational areas were examined for the school systems, individually and collectively, and for the four size groups of systems, several trends became evident. The most significant follow.

1. All the boards made relatively few decisions in the area of Instructional Program. Fewer than three decisions in one hundred were so classified.

2. School boards made many decisions related to internal board matters. In fact, more decisions were made in the area of School Board than in any other.

3. While general decision patterns resulted from aggregate figures, many individual boards differed markedly from the average trends.

4. Group III, which was comprised of school systems with an average enrolment size of 3,100, made more decisions than Group IV, the largest size group which had an average enrolment size of almost 4,300.

5. Group II made nearly as many decisions, in total, as Group IV despite a much lower average enrolment of about 2,300.

6. Wide variations in decision-making activity were revealed within each operational area of administration when boards were compared.

The most pronounced range was noted in the operational area of Transportation. One board made three decisions on transportation while another made one hundred thirty-eight.

The second section of the chapter dealt with the analysis of decisions by type. The following patterns were evident:

1. School boards made relatively few policy decisions--an average of about 3 per cent of the total.

2. The majority of the decisions made by school boards were of the adjudicative type.

3. The school boards made many housekeeping decisions--an average of twelve during each meeting.

The final section of this chapter analyzed the relationship between type of decision and the operational area in which the decision was made. The following patterns were revealed:

1. While relatively few policy-type decisions were made by the sample boards over half of those made dealt with Personnel.

2. The fewest policy decisions were made in the operational area of Instructional Program.

3. The greatest number of adjudicative-type decisions were made in the operational area of Buildings, Property and Maintenance.

4. One-third of all adjudicative-type decisions were made in the two personnel areas of operation.

5. The majority of housekeeping decisions were made in the operational area classified as School Board.

CHAPTER VI

RELATIONSHIP OF DECISION PATTERNS TO SELECTED FACTORS

In Chapter V an analysis was made of the distribution of decisions by operational area and type. The decision patterns resulting from the practices followed by school boards in their decision-making activities were examined. Even though broad patterns emerged a wide variation of practices between individual boards was also revealed.

The present chapter examines the relationship between decision patterns and four factors whose influence on the practices and procedures of school boards was of major interest in this study. The four factors isolated for statistical treatment were: (1) size of school system, (2) type of school system, (3) tenure of school board members, and (4) the effect of school system experience over a period of fifteen years. The hypotheses of the study are tested in the sections that follow. Each is being restated for convenience of reference.

School System Size

This study hypothesized that:

1. There is no significant difference in the pattern of decisions made by type which can be attributed to the size of school system.

2. There is no significant difference in the pattern of decisions made by type within each of the seven operational areas which can be attributed to size of school system.
3. There is no significant difference in the pattern of decisions made by operational area which can be attributed to size of school system.

In order to determine whether or not the decision patterns of the sample school boards were related to school system size, the data were subjected to two statistical treatments--a Chi-square test of independence and a Spearman rank order correlation. To apply the Chi-square test, the sixteen school systems were arranged into four groups according to size of enrolment. To test the hypotheses, the data were placed in contingency tables. One table included the total of each type of decision made by the four groups for all seven operational areas combined and the other tables presented the totals for each of the operational areas separately. A Chi-square statistic was then computed to test whether or not the decision patterns of the four groups were independent of size of school system.

Table XVII presents the results of the Chi-square tests of independence. In all areas except Staff Personnel and Business Management and Accounting, the results indicated that the decision patterns were related to school system size. In other words, the Chi-squares yielded by the distribution of decisions in these areas suggested that the decision patterns could be related to conditions which are affected by school system size.

TABLE XVII

RELATIONSHIP OF DECISION PATTERNS
TO SCHOOL SYSTEM SIZE

Area of Decision Patterns	Chi-square	Level of Significance
All Areas Combined	24.10	.001
Instructional Program	9.47	.05
Pupil Personnel	16.79	.02
Staff Personnel	5.41	NS
Business Management and Accounting	1.26	NS
Buildings, Property and Maintenance	20.90	.001
Transportation	27.26	.001
School Board	14.73	.01

Since the Chi-squares achieved indicated that decision patterns could be related to size of school system, rank order correlations were computed. The sixteen school systems were ranked according to size of enrolment and according to the magnitude of the proportions of decisions which fell under the classification of policy. The same procedure was followed to obtain correlations between school system size and the other two decision types. The correlations are shown in Table XVIII.

The school systems were also ranked by size and according to the total number of decisions each made. A rank order correlation was computed and is reported as part of Table XVIII.

The results indicated that the total number of decisions of all types made by the sample school systems bore a significant (.005) relationship to school system size. The first hypothesis in this section, that no significant difference in the pattern of decisions made by type can be attributed to size of school system, was rejected by the Chi-square test. The results of the Spearman rank order test have shown that the differences found in the four groups, when applied to all the school systems individually, have direction. This simply means that the larger the school systems in pupil enrolments, the more decisions their boards made. The second hypothesis in this section was only partly rejected in that no significant differences

were found in two of the seven operational areas: Staff Personnel, and Business Management and Accounting, in the four size groups.

TABLE XVIII

CORRELATION OF PROPORTION OF DECISIONS BY TYPE TO SCHOOL SYSTEM SIZE

Type of Decision	Rank Order Correlation	Level of Significance
Policy	.462	.05
Adjudicative	-.24	NS
Housekeeping	.11	NS
Total Decisions	.635	.005

Table XVIII also shows that policy-type decisions were related to the size of school system. The proportion of policy decisions made by each board correlated significantly (.05) with size of school system. In other words, the larger the school systems the greater the percentages of policy decisions made by their boards. The rank order correlations obtained for the proportions of adjudicative and housekeeping decisions were not significant. The negative correlation for adjudicative decisions suggests that the percentage of this type decision declined as systems became larger. This result, however, was not statistically significant and should be interpreted as such. Nevertheless, since larger systems made greater proportions of policy decisions, their proportions of adjudicative decisions should be expected to decline.

Table XIX includes the results of ranking all school systems by size of enrolment and according to the magnitude of the proportion of Instructional Program decisions each system made of its total decision output. This procedure was repeated for the six other operational areas and a Spearman rank order correlation was computed to ascertain each relationship.

No significantly positive relationships were evident. A significant inverse relationship was found in the proportion of Pupil Personnel decisions made to school system size. The results indicated that smaller school systems made greater proportions of their decisions in the area of Pupil Personnel. This finding with respect to decisions concerning pupils was highly significant (.01). The third hypothesis in this section was, therefore, partly rejected by the above finding.

School System Type

This study hypothesized that:

1. There is no significant difference in the pattern of decisions made by type which can be attributed to type of school system.
2. There is no significant difference in the pattern of decisions made by type within each of the seven operational areas that can be attributed to type of school system.

TABLE XIX

CORRELATION OF PROPORTION OF DECISIONS
IN SEVEN OPERATIONAL AREAS
TO SCHOOL SYSTEM SIZE

Area of Decision Patterns	Rank Order Correlation	Level of Significance
Instructional Program	-.073	NS
Pupil Personnel	-.591	.01
Staff Personnel	.171	NS
Business Management and Accounting	-.376	NS
Buildings, Property and Maintenance	.059	NS
Transportation	.135	NS
School Board	-.026	NS

To test the hypotheses, the data were arranged in contingency tables and subjected to a Chi-square test of independence. To apply this test the sample was divided into divisions and counties. One contingency table included the total of each type of decision made by the two types of school systems for all seven operational areas combined while the other tables presented the totals for each of the areas separately. A Chi-square statistic was then computed to test whether or not the decision patterns were independent of the type of school system.

Table XX presents the results of the Chi-square test of independence. In all areas except Instructional Program, and Buildings, Property and Maintenance, the results indicated that decision patterns were related to type of school system. The first hypothesis in this section was rejected. There were differences in the total number of decisions made which could be attributed to type of school system. These differences could occur by chance less than once in a thousand if the sample school systems had been selected from the same population. The second hypothesis in this section was partly rejected. No differences were revealed in two of the seven operational areas. The greatest difference in the decision patterns of divisions and counties occurred in the operational area of Staff Personnel. In this area, divisions, according to Table V*, made ninety-nine more adjudicative decisions and seven fewer policy decisions than did counties. Counties, however, made seventy-two more housekeeping decisions in this area.

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*Table V, p. 48.

TABLE XX

RELATIONSHIP OF DECISION PATTERNS TO TYPE OF SCHOOL SYSTEM

Area of Decision Patterns	Chi-square	Level of Significance
All Areas Combined	21.69	.001
Instructional Program	1.23	NS
Pupil Personnel	6.44	.05
Staff Personnel	28.13	.001
Business Management and Accounting	6.17	.05
Buildings, Property and Maintenance	.84	NS
Transportation	8.94	.02
School Board	23.68	.001

To ascertain the relationship between school divisions and counties with respect to the proportion of each type of decision each system type made in the seven operational areas rank order correlations were computed. To accomplish this the seven operational areas were ranked according to the magnitude of the proportion of policy-type decisions to total decisions in each operational area for divisions as a group and similarly for counties as a group. The same procedure was followed for adjudicative, housekeeping and for total decisions. The resulting correlations are presented in Table XXI. The high correlations indicated that divisions and counties maintained very similar patterns of operation. While the number of decisions made by school divisions and counties may vary widely in each operational area, the proportions of decisions made by type in each of these areas remained fairly constant.

TABLE XXI

CORRELATION OF PROPORTION OF DECISIONS BY TYPE TO SCHOOL SYSTEM TYPE

Type of Decision	Rank Order Correlation	Level of Significance
Policy	.946	.01
Adjudicative	.893	.01
Housekeeping	.857	.05
Total Decisions	.964	.01

Tenure of School Board Members

This study hypothesized that:

1. There is no significant difference in the pattern of decisions made by type which can be attributed to tenure of school board members.
2. There is no significant difference in the pattern of decisions made by type within each of the seven operational areas which can be attributed to tenure of school board members.
3. There is no significant difference in the pattern of decisions made by operational area which can be attributed to tenure of school board members.

To determine whether or not the decision patterns of the sample school boards were related to tenure of school board members, the data were subjected to two statistical treatments--a Chi-square test of independence and a Spearman rank order correlation. To apply the Chi-square test, the sixteen school systems were arranged into four groups according to the tenure of school board members. The tenure of each board was calculated by averaging the tenure of those board members who had longest service and who constituted a clear majority in the board. The tenure of Group I was six years or less; Group II, seven to nine years; Group III, ten to twelve years; and Group IV, over twelve years. Four groups of four school systems resulted. To test the hypotheses, the data were arranged in contingency tables. One table included the total of each type of decision made by the four groups for all seven

operational areas combined and the other tables presented the totals for each of the areas separately. A Chi-square statistic was then computed to test whether or not the decision patterns of the four groups were independent of the tenure of school board members. The results of the Chi-square test are presented in Table XXII. One-half of the Chi-squares obtained indicated significant differences among the tenure groups. The first hypothesis in this section was rejected. When the seven operational areas were combined significant differences in the distribution of types of decisions in the tenure groups were revealed. The second hypothesis of this section was partially rejected. In the two operational areas dealing with personnel and in the area of School Board the tenure of school board members appeared to influence the patterns.

Since the Chi-squares achieved indicated that decision patterns could be related to tenure of school board members, rank order correlations were computed. The sixteen school systems were ranked according to tenure of school board members and proportion of decisions which fell under each of the three types. The school systems were also ranked according to board members' tenure and total decision output.

The results, as shown in Table XXIII, with respect to ranking school systems according to trustee tenure and proportions of types of decisions in each operational area, indicated that only in the area of policy-type decisions was a significant (.05) relationship revealed.

TABLE XXII

RELATIONSHIP OF DECISION PATTERNS TO TENURE OF SCHOOL BOARD MEMBERS

Area of Decision Patterns	Chi-square	Level of Significance
All Areas Combined	53.25	.001
Instructional Program	3.16	NS
Pupil Personnel	13.65	.05
Staff Personnel	15.13	.02
Business Management and Accounting	4.49	NS
Buildings, Property and Maintenance	4.12	NS
Transportation	7.15	NS
School Board	26.65	.001

However, this relationship was negative and showed that as the tenure of school board members increased the proportion of policy-type decisions made by them decreased.

TABLE XXIII

CORRELATION OF PROPORTION OF DECISIONS BY TYPE TO TENURE OF SCHOOL BOARD MEMBERS

Type of Decision	Rank Order Correlation	Level of Significance
Policy	-.426	.05
Adjudicative	.118	NS
Housekeeping	-.012	NS
Total Decisions	-.053	NS

Table XXIV presents the results of rank order treatments between tenure and proportion of decisions in each operational area. No significant relationships were revealed. This suggested that other factors were operative in producing the differences revealed by Chi-square in Table XXII. The third hypothesis in this section was not rejected as a result of this evidence.

Decision Patterns

This study hypothesized that:

1. There is no significant difference in the pattern of decisions made by type that can be attributed to changes in the decision-making practices of school boards over a period of fifteen years.

TABLE XXIV

CORRELATION OF PROPORTION OF DECISIONS IN THE SEVEN OPERATIONAL AREAS TO TENURE OF SCHOOL BOARD MEMBERS

Area of Decision Patterns	Rank Order Correlation	Level of Significance
Instructional Program	.162	NS
Pupil Personnel	-.132	NS
Staff Personnel	.015	NS
Business Management and Accounting	.233	NS
Buildings, Property and Maintenance	-.088	NS
Transportation	.047	NS
School Board	.188	NS

2. There is no significant difference in the pattern of decisions made by type within each of the seven operational areas that can be attributed to changes in the decision-making practices of school boards over a period of fifteen years.

In order to determine whether or not the decision patterns of the 1964 school boards were independent of the decision patterns of the 1949 boards, Chi-square tests of independence and Spearman rank order correlations were computed. To apply the Chi-square test the decisions were arranged in contingency tables. To test the hypotheses in this section one contingency table contained the total of each type of decision made in each of the two years while the other seven tables included the totals of each type* of decision made in each of the operational areas. Chi-squares were then computed to ascertain if the decision patterns were independent of the year of operation.

Table XXV presents the results of the Chi-square tests of independence. When all operational areas were combined the distribution of decision types was significantly related to the year of operation. The first hypothesis in this section was, therefore, rejected since significant differences in the decision patterns of the two years occurred. Upon examining this result, it was revealed that the Chi-square statistic obtained its significance from the policy decisions section of the contingency table. As was pointed out earlier, the

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*1949 data derived from instrument.

TABLE XXV

RELATIONSHIP OF DECISION PATTERNS
TO YEAR OF OPERATION

Area of Decision Patterns	Chi-square	Level of Significance
All Areas Combined	32.80	.001
Instructional Program	1.87	NS
Pupil Personnel	7.99	.02
Staff Personnel	9.73	.01
Business Management and Accounting	2.21	NS
Buildings, Property and Maintenance	.56	NS
Transportation	4.07	NS
School Board	12.48	.01

proportion of policy-type decisions, though relatively small, doubled. The other decision types contributed very little to the magnitude of the statistic.

The second hypothesis in this section was partly rejected. No significant differences in the decision patterns of the two years were found in four of the seven operational areas. Significant differences were revealed in the areas of Pupil and Staff Personnel and School Board. Boards increased their attention in regard to personnel at the expense of decisions categorized as School Board. Again, the Chi-square statistic for the significant areas received its magnitude from the increased reliance on policy-type decisions.

Since the Chi-squares achieved indicated that 1964 decision patterns could be related to the practices of the 1949 boards, rank order correlations were computed. To accomplish this the proportions of types of decisions made in each operational area were computed for both 1949 and 1964 school boards. The seven operational areas were then ranked for both 1949 and 1964 by proportion of decisions made of each type of the total in each operational area and for total decisions. Spearman rank order correlations were then computed. Table XXVI indicates the results of rank ordering. On the basis of these highly significant correlations there is strong evidence that the school boards of 1964 did not conduct their affairs in a manner appreciatively different from what was the practice fifteen years earlier.

TABLE XXVI

CORRELATION OF 1949 SCHOOL BOARDS TO 1964 SCHOOL BOARDS ON PROPORTION OF DECISIONS MADE BY TYPE

Type of Decision	Rank Order Correlation	Level of Significance
Policy	.830	.05
Adjudicative	1.000	.001
Housekeeping	.964	.01
Total Decisions	.857	.05

I. SUMMARY

The application of statistical treatments to determine whether or not the decision patterns of the sample school boards were related to school system size yielded the following significant findings:

1. Decision patterns appeared to be related to school system size in the operational areas of Instructional Program, Pupil Personnel, Transportation, School Board, and Buildings, Property and Maintenance.

2. The larger the school systems the more decisions, of all types combined, their boards made.

3. The boards of smaller school systems made greater proportions of their decisions than did larger boards in the operational area of Pupil Personnel.

4. The boards of larger school systems made greater proportions of policy-type decisions. This relationship did not hold for either adjudicative or housekeeping decisions.

The application of statistical treatments to determine whether or not the decision patterns of the sample school boards were related to school system type yielded the following significant findings:

1. Decision patterns appeared to be related to school system type in the operational areas of Pupil Personnel, Staff Personnel, Transportation, School Board, and Business Management and Accounting.

2. There were differences in the total number of decisions made by school divisions and counties which could be attributed to the type of school system.

3. The proportions of the three types of decisions of the total decisions made by the boards of divisions when compared to those made by the school committees of counties yielded high correlations. This indicated that divisions and counties maintained very similar patterns of operation insofar as the proportions of policy, adjudicative and housekeeping decisions each type of jurisdiction made of their total decision output.

The application of statistical treatments to determine whether or not the decision patterns of the sample school boards were related to school board member tenure yielded the following significant findings:

1. Decision patterns appeared to be related to school board member tenure in the operational areas of Pupil Personnel, Staff Personnel and School Board.

2. There were differences in the total number of decisions made by the various boards of the school systems which could be attributed to the tenure of school board members.

3. The proportion of policy-type decisions decreased as the tenure of school board members increased.

The application of statistical treatments to determine whether or not the decision patterns of the sample boards of 1964 were related to the decision patterns of the boards of the same systems in 1949 yielded the following significant findings:

1. Decision patterns in the operational areas of Pupil Personnel, Staff Personnel and School Board appeared to be related to the year of operation.

2. There were differences in the total number of decisions made by the 1949 and 1964 boards which could be attributed to the effect of change over this period of time.

3. The school boards of 1964 conducted their affairs in much the same manner as their counterparts in 1949 when the proportions of types of decisions to total decisions was used as the criterion of comparison.

CHAPTER VII

POLICY FORMULATION AND REPORTS TO THE BOARD

This chapter has two fairly distinct purposes. First, the adjudicative decisions made by school boards are re-examined to ascertain if the problems resolved could have been processed by the formulation of policy-type decisions. Secondly, the information reported to boards as evidenced in the minutes is analyzed for content.

I. THE POLICY-MAKING FUNCTION OF SCHOOL BOARDS

This study has confirmed that the policy-making prerogative of school boards has not been exercised as a viable method of fulfilling their responsibilities. This circumstance has resulted in boards becoming involved in many and sundry problems at each sitting. Each of these problems demanded a portion of some school board's time and hence meetings usually continued for unduly long periods of time. This section attempts to identify those areas in which the sample school boards could have and possibly should have developed policy to facilitate the fulfillment of the proper roles of both school boards and administrative personnel.

Since the procedure of determining which problems should have been processed by the formulation of policy tended to be highly judgmental, criteria were established to ensure some objectivity. The following questions served as a guide as each decision was examined.

1. Is this a decision that only the board can make?

2. Does the problem recur and consume much board time?

3. Are personnel available to whom the board can delegate the administration of policy in this matter?

4. What does the professional literature say about this aspect of administration?

5. Have other school boards committed this aspect of administration to policy?

6. Is the board qualified to make a decision in this matter?

7. Is the problem worthy of the time boards spend on it?

8. Should the particular decision be made by someone closer to the situation under the guidance of board policy?

Table XXVII shows the operational areas in which the various school systems were judged to require policy. It is indicated that 127 policies were required by the sample on the basis of the criteria established and applied to the adjudicative decisions their boards made in 1964. These policy requirements involved thirty-five items within the various operational areas. A discussion of each operational area follows; the purpose of which is to indicate the most neglected policy-making areas. Examples from the data are given to illustrate the extent of some of the practices found among the sample boards.

Instructional Program

Relatively few policy decisions were required in the operational area of Instructional Program. Those items requiring policy were: field

TABLE XXVII

SCHOOL POLICY NEEDS FOR SCHOOL SYSTEMS IN 1964

School System	Instructional Program	Pupil Personnel	Staff Personnel	Business Management and Accounting	Buildings, Property and Maintenance	Transportation	School Board	Total
(1)		1	2					3
(2)		2	1	1	1	1	1	7
(3)		2	2	1	1			6
(4)	1	2	2		1		1	7
(5)		1	2	1	1		1	6
(6)		2	3	2	2		1	10
(7)		1	2	1				4
(8)		4	2		1		2	9
(9)		4	2	1	2		1	10
(10)	1	1	1	2			1	6
(11)	5	2	2	1	3	2	2	17
(12)		1	2	1			1	5
(13)		1	2	1	2		1	7
(14)		3	1	2	3	2	1	12
(15)		2	3	2	2	1		10
(16)	1		2	2	2		1	8
TOTAL	8	29	31	18	21	6	14	127

trips, track meets, organization of schools, special classes and programs, and supervisory services.

Pupil Personnel

Almost one-quarter of the required policies fell in the operational area of Pupil Personnel. Assistance to pupils in the form of bursaries, payments of tuition fees, subsistence allowances, and payments in lieu of transportation accounted for a major share of the required policies. The sample systems made nearly two hundred adjudicative decisions in regard to these items. Policy statements and their regulatory addendums could prescribe the necessary qualifications for assistance in each of these categories. This would render unnecessary the practice of referring each case to the board. The administration of the policy could be the concern of the superintendent. His regular report to the board could include his actions with respect to these executive functions.

Staff Personnel

The greatest proportion of required policies fell in the area of Staff Personnel. Board decisions in regard to permission for staff members to attend meetings, seminars, institutes and special courses, with or without remuneration from the board, showed the most general need for clarification. Requests from teachers for permission to take special leaves also indicated the need for policy guidance. Instances were noted where seemingly identical requests evoked opposite decisions.

Business Management and Accounting

The major item judged to require more planning and policy control in the operational area of Business Management and Accounting was purchasing supplies and equipment. A total of ten school boards indicated a need for policy on this single item. One of these boards made fifty adjudicative decision in regard to purchasing supplies and equipment. Many purchases were thus approved that were presumably not in the budget. This board made one decision during the year with respect to the budget--its approval. It would appear from this example that policy in regard to the administration of the budget was lacking. Or, it could well be that the planning of the budget itself could be questioned.

Buildings, Property and Maintenance

The operational area of Buildings, Property and Maintenance indicated three items, all of which required considerable board time and energy, in need of policy. These were: use of school property by others, teacherage rentals, and maintenance and renovation. Each of these items is amenable to board control through the formulation of policy. Extreme differences in each of these items, however, suggest that some boards have formulated policy or have an "understanding" in regard to whose responsibility it is to make decisions regarding them. For example, ten boards each made fewer than eleven adjudicative decisions in regard to maintenance and repair. The other six boards made over two hundred adjudicative decisions on this item, with one board

making 106 decisions, 79 of which were of the adjudicative type. In contrast, only three policy-type decisions were made by all boards for the entire year with respect to maintenance and repair.

Transportation

The operational area of Transportation required few policy-type decisions. One reason for this was the practice of boards of delegating problems in regard to the extension of service and bus routes to committees. Nevertheless, one board managed to make sixty-four decisions in regard to bus routes and extensions, forty-nine of which were of the adjudicative type. This board made no policy decisions with respect to this item. Other items in the area of Transportation requiring policy were: remuneration of drivers and contractors, extra-curricular use of busses, and driver responsibility.

School Board

The use of committees was the main item in the operational area of School Board which was judged to require policy. Some boards persisted in delegating duties to their members at every sitting. The sixteen school boards delegated duties to one or more of its members 312 times during the year. One board did so forty-one times. These duties were frequently not attended to by the following meeting and boards had little recourse but to delay action in regard to the matter. Policy to control the delegation of "chores" to board members was considered necessary. Furthermore, policy or job specifications should clarify the roles of the board and its administrative staff.

II. INFORMATION REPORTED TO SCHOOL BOARDS

If lay members constituting a school board are to make wise decisions in regard to administering the school system they must be well-informed. Research has substantiated the view that formal education and school board experience contribute to board members' effectiveness. Furthermore, it has been contended that occupation is of importance when considering the way a trustee perceives his role as a member of a board. In spite of the advantages board members with these characteristics may have, all board members have a responsibility to keep informed about educational affairs. Sound decision making is possible only when all information pertaining to the issue at stake is made available and is understood. Since laymen have other responsibilities which necessarily consume much time the board meeting constitutes a critical opportunity for enlightenment on educational affairs. Face to face reporting, where opportunities for elaboration and clarification are present, can be both more meaningful and pertinent to the immediate business of the board.

The extent to which board members and administrators take advantage of the board meeting for receiving and disseminating information on educational topics follows. It should be pointed out that the information compiled and discussed herein is only as complete as conveyed by board minutes and the copies of formal reports attached thereto. Incidental information and advice supplied by the superintendent in the course of meetings is not included unless the secretary noted the comments made.

Five of the sixteen superintendents of the sample school systems did not have a particular time or place on the agenda and did not make a "formal" report to their boards. Other superintendents varied in this practice from a low of three reports to a high of twelve. The average was about six reports for the year in eleven school systems.

Assistant-superintendents and in some cases special supervisors were employed in five sample systems. These personnel averaged four reports per school system for the year. In addition, the Provincial Director of Vocational Education reported to two boards while a guidance counsellor, band master, district superintendent and principal each reported once.

The distribution of the items contained in the various reports to school boards is presented in Table XXVIII. Items dealing with the instructional program were reported more often than any other. However, when pupils and staff were combined the reports associated with personnel exceeded those of instruction. Relatively few reports contained items from the other operational areas.

A survey of each operational area follows. The items that received the most attention in the various reports are identified.

Instructional Program

The items that were reported most often in this operational area dealt with testing programs, examination results, and the interpretation of these results. Reports included these items twenty-four times. Next in frequency were reports on special programs and classes. These were

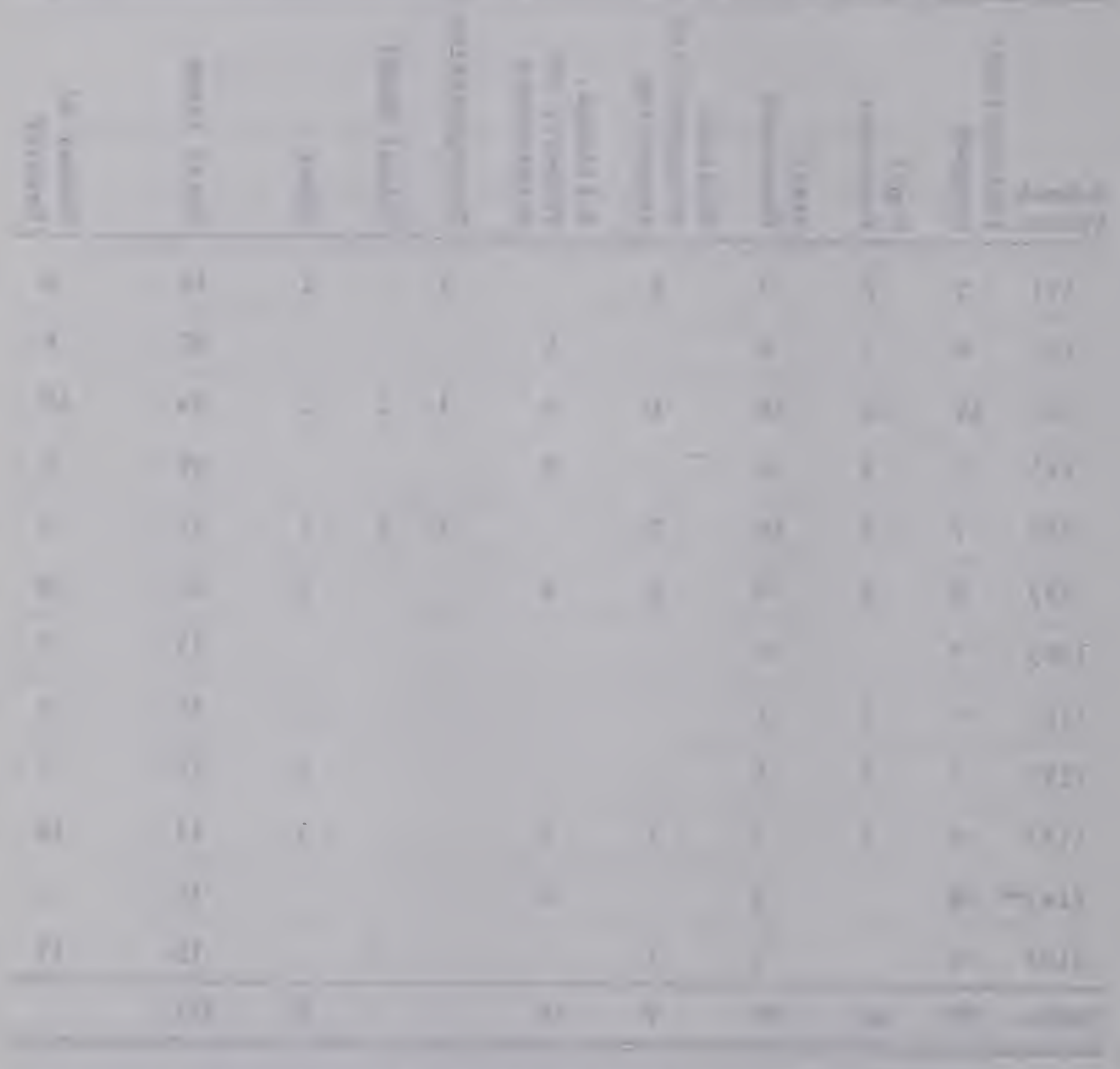
TABLE XXVIII

DISTRIBUTION OF ITEMS IN EDUCATIONAL REPORTS TO SCHOOL BOARDS BY SUPERINTENDENTS AND OTHERS IN TWELVE* SCHOOL SYSTEMS IN 1964

School System	Instructional Program	Pupil Personnel	Staff Personnel	Business Management and Accounting	Buildings, Property and Maintenance	Transportation	School Board	Other	Total Items	Number of Reports
(1)	5	2	7	3		1		1	19	4
(2)	8	7	6		1				22	6
(3)	12	15	16	1	5	1	2	2	54	12
(4)	5	5	6		3				19	6
(5)	7	5	10	2		1	1	1	27	6
(9)	8	6	9	1	4			2	30	10
(10)	7		8						15	7
(11)	6	2	1					1	10	5
(12)	7	3	1					1	12	7
(13)	8	3	2	1	2			1	17	12
(14)**	10		2		1				13	7
(16)	9		2	1			1		13	11
TOTAL	92	48	70	9	16	3	4	9	251	

*The Superintendents in school systems (6), (7), (8), (14) and (15) did not report formally.

**Reports of Assistant Superintendent and Elementary Supervisor.



followed by attention to the reorganization of schools, centralization, and curriculum offerings. Vocational education items were next, in which the programs and the need for them were discussed. Few reports dealt with classroom supervision and evaluation, equipment and supplies for programs, surveys of existing programs, and libraries.

Pupil Personnel

Programs, policies, and applications with respect to bursaries were the subjects of most of the reports to the board in the operational area of Pupil Personnel. Reports included these items fourteen times. The other reports in descending order of frequency dealt with: trips, tours and visits, student enrolments, awards, punishment, suspension and expulsion, and atypical children.

Staff Personnel

In the area of Staff Personnel the following items were reported to boards in decreasing frequency.

1. Staffing problems and teacher supply were reported more often than any other single category. These were included a total of twenty-seven times in the various reports.

2. Reports given in relation to the value and results of institutes, conferences and seminars were usually made to solicit the cooperation of boards in allowing representatives of the teaching staff to attend these and to be paid expenses.

3. Some superintendents and assistant-superintendents reported on the competency of the teaching staff. This item was included in reports twelve times during the year.

4. Problems on teacher-pupil and parent-teacher relationships were referred to boards through superintendents' reports.

5. Reports were given on the purpose and value of internship programs.

6. Requests by staff members for leaves and absences were channelled to the board through the superintendent.

Business Management and Accounting

In the operational area of Business Management and Accounting the reports contained: requests from schools for instructional equipment, information with regard to amendments to the Foundation Program, and financial reports pertaining to the budget. The foregoing items were included in the reports nine times.

Buildings, Property and Maintenance

Reports in this operational area dealt with recommendations for building programs, projecting future requirements, facilities for special services and accommodations for teachers.

Transportation

Reference to this operational area by a few reports constituted requests for improved service, permission for teachers to ride school busses and permission to distribute newspapers via busses.

School Board

Reports to school boards in this operational area included: the school calendar, requests from organizations and persons to present programs and literature to the student body through the schools, and School Act amendments.

Most of the reporting to boards was brief and of a statistical nature. This situation appeared satisfactory to boards for at no time during the year did the minutes reveal that boards wished more information. Often reports contained little more than a list of requests and several items dealing with pupil or staff problems. The Grade IX and XII departmental examination results, which were almost always reported, usually set the stage for an educational discussion of some kind. A few superintendents, but more particularly assistant-superintendents and supervisors, presented more lengthy reports of an informative nature in regard to special and continuing school programs and on achievement as measured by system testing programs. Only one report, which included a range of perennial problems identified by the superintendent, suggested alternative solutions in the form of written policy statements for the board's consideration. Although many other reports contained recommendations none went to the extent of formalizing these into policy-type solutions.

III. SUMMARY

The Policy-Making Function of School Boards

1. The sample school boards made many decisions at each meeting which were amenable to policy-type solutions.

2. School board members not only spent considerable time at meetings making non-policy decisions; they tended to delegate unto themselves many other tasks for attention between meetings. The delegation of duties to one or two-member *ad hoc* committees was practiced by some boards to an extreme extent. Policy to control this practice was considered necessary.

3. The two operational areas of personnel were judged to be most in need of policy.

4. Few policy-type decisions appeared to be needed in the operational areas of Instructional Program and Transportation.

5. Policies with respect to the administration of the approved budget were lacking. The procedures practiced in many school systems appeared to regularly involve the board in most of the purchases made.

6. The school system requiring the greatest number of policies made the greatest number of decisions during the year, while the school system requiring the least number of policies made the least number of decisions during the year.

Information Reported to School Boards

1. Eleven of sixteen school superintendents presented "formal" reports to their boards.

2. The average number of reports given was six and the range was from 4 to 12 for the eleven superintendents.

3. Matters pertaining to the instructional program were reported to boards more often than any other area of administration.

4. Staff personnel, followed by pupil personnel were the next two major areas on which reports were given. Very few reports contained items from the other operational areas.

5. The superintendents' reports were brief, of a statistical nature, and were usually presented to elicit board action with respect to the matters raised.

CHAPTER VIII

SUMMARY OF FINDINGS, CONCLUSIONS AND RECOMMENDATIONS

I. RESTATEMENT OF THE PROBLEM

The basic purpose of this study was to gain insight into the administration of education by school boards. To accomplish this the decisions made by school boards were considered of paramount importance and constituted a major portion of the evidence on which the conclusions were based. Another purpose was to determine factors that might be related to the decision-making function of school boards.

Aside from general information, the data for this study were obtained from the official minutes books of school boards and school committees. In order to gain access to these records each school system comprising the sample was visited by the investigator. In the course of each visit one and occasionally two members of the administrative staff were interviewed for the purpose of clarifying questions which arose from reading the minutes and to gather insightful information with respect to the operation of that particular board. To facilitate record keeping an instrument* was revised and used.

The sample was chosen consonant with criteria dictated by the design of the study. The sample comprised sixteen large rural administrative systems equally divided between school divisions and counties.

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*See Appendix D.

Each division was matched with a county with respect to enrolment size and the systems were chosen to represent four distinct size groups based upon enrolment. In addition, each system was required to have in its possession both the 1964 and 1949 official minute books. Because of the desired composition of the participating systems no attempts were made to employ representative sampling procedures.

In order to test the hypotheses formulated as part of this study two statistical procedures were employed. These--the Chi-square test of independence and Spearmans rank order correlation, were used to compare school boards' decision patterns when school systems were classified according to size, type and trustee tenure. These statistical procedures were also employed in comparing the decision patterns of 1949 and 1964 school boards.

II. SUMMARY OF FINDINGS

The summary of findings which follow was made on the basis of the results obtained from a study of the sample school systems.

General Patterns of School Board Operation

Number and duration of meetings. In 1964 the sixteen school boards each averaged fourteen meetings. The combined length of meetings measured in full days ranged from a low of eight for one system to a high of twenty-eight for another. The average for the sample was eighteen days of meetings. When size of school system was ranked with

total time boards' spent in meetings a highly significant (.001) relationship was revealed.

County and divisional boards held about the same number of meetings in 1964. While counties averaged 14.4 meetings, divisions averaged 13.8. County school committees spent more time at meetings. Their average was 18.6 days compared to 17.5 days for divisional boards.

The school boards of 1949 held fewer meetings over fewer days than did the boards of the same school systems in 1964. The average number of meetings for the sixteen boards in 1949 was thirteen and their average duration per system totalled about fourteen days.

Number of decisions. In 1964 the sixteen school boards made an aggregate of 6,270 decisions which were recorded in the official minutes. The average number of decisions made per system was 392 while the range was from 217 to 724. When the decision productivity per meeting was calculated the average was close to 28 with a wide range of 14 to 52 decisions for individual school systems.

A comparison of the decision productivity of the divisions and counties constituting the sample revealed relatively little difference. In total, divisional boards made slightly over 8 per cent more decisions than did county school committees. Some of this difference may be accounted for by the observation that some decisions made by divisional boards in areas related to finance, budget and transportation are not always made at school committee meetings but at county council meetings.

In 1949 the sample school boards made fewer decisions than their counterparts in 1964; both in aggregate and in number of decisions per meeting. The average number of decisions per meeting in 1949 was 22.5 and the average of total decisions per school system was about 290, approximately one hundred per system fewer than in 1964. Enrolments in the sample increased by an average of 60 per cent while the average number of decisions made increased about 34 per cent over the fifteen year period.

Number and tenure of trustees. The number of divisional trustees and county school committee members serving the sample school systems in 1964 was 116. The range in number of school board members was from four to twelve. The average tenure of this group was slightly over six years and the range in tenure extended from one to twenty-eight years. The average tenure was greatly reduced by recent changes to county status of four school divisions. These had been counties for three or fewer years prior to 1964.

The average trustee membership was 5.4 per school division and 9.1 per county. The average tenure of divisional trustees was 8.4 years compared to 4.7 years for their counterparts in counties. The recency of county status for some systems and the lack of continuity of service of divisional trustees on county councils accounted for most of this difference in tenure.

Use of policy handbooks. Eleven of the sample school systems had handbooks containing policy statements. Six of these were considered to be fairly useful to their respective systems. The situation regarding

policy handbooks was found to be similar in school divisions and counties. Reference to handbooks during meetings was rare. It was evident that the possession or lack of possession of well-formulated and systematically recorded policy statements and regulations was of little concern to the sample boards studied.

Decision Patterns of School Systems

According to operational areas. Over 26 per cent of all the decisions made by the sample boards fell in the area of School Board. This operational area had more decisions made with respect ot it than any other. Many of these decisions accelerated meeting procedure, kept the meetings progressing smoothly and some were made as evidence that reference to the board of a problem or information had not been neglected. In general these decisions did not consume a great deal of time. For example, four hundred decisions dealt primarily with the mechanics of meeting procedure and another three hundred with respect to agendas and meeting minutes.

Decisions regarding some aspect of buildings, property and maintenance accounted for nearly 21 per cent of the total. Problems connected with maintenance and renovation caused the sample boards to make 372 decisions in the one year interval. The purchasing of sites, facilities (not including new buildings and additions) and services, and the disposal of equipment, buildings and land, averaged to approximately 25 decisions per system. New construction and public use of

school buildings and equipment also caused many decisions to be made and the use of much board time.

Nearly 19 per cent of all decisions were made with respect to staff. High in the number of decisions made were problems in relation to staffing, salaries and board sanction for leaves and absences due to a variety of reasons.

Items in the area of Business Management and Accounting caused 14 per cent of the total decisions made. Seventy per cent of these decisions were made in regard to the payment of accounts and the purchase of supplies and equipment.

An average of one out of eleven decisions made dealt with some aspect of transportation. The establishment of bus routes, the approval and dismissal of drivers, the purchase and repair of busses and the remuneration of contractors and drivers were the major items of concern in this operational area.

The area of Pupil Personnel accounted for slightly over 8 per cent of all decisions. The largest decision-producing item included tuitions, bursaries and loans while payments in lieu of transportation and for subsistence were next.

The operational area of least decision-making activity was Instructional Program. Only 2½ per cent of all decisions dealt with the items classified in this area. Of the total of 155 decisions made in regard to instruction 32 were concerned with the organization of schools, 25 with curriculum offerings, 16 with special programs and 15 with respect to vocational services.

The foregoing patterns represented averages and wide variations occurred when individual systems were examined. The ranges in the number of decisions made by each school board with respect to each operational area is indicative of differences in the operational patterns of the various boards. The ranges for the seven operational areas follow: Instructional Program, 2-21; Pupil Personnel, 23-46; Staff Personnel, 33-115; Business Management and Accounting, 31-97; Buildings, Property and Maintenance, 26-205; Transportation, 3-138; and School Board, 65-158.

According to decision types. Each of the 6,270 decisions was classified according to decision type. Only 3.2 per cent were classed as policy. Of the remaining decisions about 57 per cent were adjudicative and 43 per cent were housekeeping. The range in the percentage of policy-type decisions made by the individual boards was from a low of 1.1 per cent for one board to a high of 6.7 per cent for another. The percentage range for adjudicative-type decisions was from 38 to 66 and for housekeeping-type decisions from 32 to 59.

According to operational area and type. Although 3.2 per cent of all the decisions made by the sample were policies some notable variations occurred when the decision productivity in each operational area was examined. Boards made only 1.1 per cent policy-type decisions in the area of School Board whereas the area of Pupil Personnel revealed policy-type decisions 11.6 per cent of the time. Policies with respect to instruction, personnel and transportation were made relatively more often than in the remaining areas.

The proportions of adjudicative-type decisions made in each operational area exclusive of School Board ranged from 58 to 75 per cent. Only about 14 per cent of the decisions made in the area of School Board were adjudicative.

The proportions of housekeeping decisions made in each operational area varied from less than 14 per cent for Pupil Personnel to over 84 per cent for School Board. Forty per cent of the decisions made in the area of Business Management and Accounting were of the housekeeping type while the porportions in the remaining areas ranged from 20 to 30 per cent.

Relationship of Decision Patterns to Selected Factors

Size of school system. The results of this study revealed that when school systems were grouped according to enrolment size significant relationships existed between each group and the decision patterns in the areas of: Instructional Program; Pupil Personnel; Buildings, Property and Maintenance; Transportation; and School Board. However, due to the fact that the largest systems made fewer decisions than the systems in the second largest size group rank order correlations between size of system and proportion of decisions made in each operational area were consistently non-significant. A significant (.01) inverse relationship was revealed which indicated that larger school systems tend to make fewer decisions with respect to Pupil Personnel.

When the number of decisions by type were rank-ordered with size of school system it was found that a significant (.05) positive

relationship existed between system size and policy formulation. In other words, it appeared that as school systems increased in size of enrolment they became more active in formulating policies. Total decisions made by each system were also significantly (.005) related to size of school system.

Type of school system. The results of this study indicated that divisional boards followed decision patterns different from those of county school committees in five of the seven operational areas and in total number of decisions made. This indicated that the two system types placed significantly different amounts of stress on the various operational areas. No differences were found in the areas of Instructional Program, and Buildings, Property and Maintenance.

When the proportion of types of decisions made in the seven operational areas were rank-ordered for the two types of systems high correlations resulted. This finding suggested that divisions and counties maintained similar patterns of operation with respect to the proportion of decision-types made in each operational area.

Tenure of school board members. The results indicated that decision patterns were influenced significantly by the tenure of school board members in the two areas of personnel, in the area of School Board and in the combination of all areas.

A further finding revealed that a significant inverse relationship existed between increased tenure and policy-making activity. In other words, as the tenure of school board members increased their boards made fewer policy-type decisions.

Over a period of fifteen years. Significant differences in the decision patterns were found in the two areas of personnel, in the area of School Board and in a combination of all areas. It is interesting to note that the effect of tenure revealed the same patterns.

When the proportions of types of decisions made in the seven operational areas were rank-ordered for 1949 and 1964 boards, high correlations were revealed. This indicated that boards do not conduct their affairs in a manner different from the practices of fifteen years ago insofar as decision making is concerned.

School Board Policy Needs

An examination of all the adjudicative decisions made by the sample revealed the need for 127 policies to facilitate the administration of school affairs in the sixteen systems. These needed policies were representative of thirty-five items listed under the various operational areas. Almost half the policies required appeared in the areas dealing with pupils and staff. The areas of business management and buildings accounted for about one-third of the policies. Few systems revealed a need for policy in the areas of Instructional Program and Transportation.

Information Reported to School Boards

Board members should be knowledgeable about their schools in order to make wise decisions concerning education. The board meeting affords an important opportunity for the superintendent and others to share information and to set the stage for discussion and planning.

Superintendents varied considerably in their reporting function; both in number of reports and in content. Eleven of the sixteen superintendents exercised this function by inclusion on the agenda and reporting at the call of the chairman. The number of reports through this "formal" method ranged from a low of four to a high of one per month throughout the year. The average for the eleven systems was six reports for the year.

In addition to the reports of superintendents, supervisory personnel reported in five school systems. In only one instance did a principal report to his board.

Most of the reporting to boards was brief and of a statistical nature. Some reports contained little more than a list of requests previously received by the superintendent for reference to the board. The reports of supervisory personnel dealt more directly with matters pertaining to certain aspects of the school program.

Items with respect to the instructional program were reported 92 times out of a total of 251 items reported. High in frequency of mention in this operational area were: testing programs, examination results, special programs and classes, reorganization of schools and curriculum offerings.

Reports included staff items seventy times. These items were largely in relation to: staffing problems, institutes and seminars, competency, personnel relationships and internship programs.

Reports included pupil personnel items forty-eight times. These were with respect to bursaries, trips, enrolments, awards, punishment and atypical pupils.

The sixteen items reported in the area of Buildings, Property and Maintenance involved recommendations for building programs, projections of future requirements, facilities for special services and teacher accommodations.

III. CONCLUSIONS AND DISCUSSION

The following major conclusions were drawn from the data and experience provided by the study.

(1) <u>The school boards and school committees of the sample systems involved themselves in a broad range of problems on which they made decisions. Furthermore, each board usually retained for its exclusive attention one or more problem areas</u>.

At one time or another boards must make decisions to provide guidance to staff on a great many issues. Therefore, few aspects of school administration were left untouched by the collective actions of the sixteen boards.

However problems were caused by individual boards that reserved for themselves certain problem areas. Each board usually had several of these pet areas in which certain trustees exhibited some interest and competence. An example from the study follows: One particular board reserved all transportation problems in each subdivision to the

resident trustee. The board, after considerable deliberation would either reject or approve the actions of each trustee. Approval was almost always given since the trustee's decision had usually been acted upon at the local level. Competition between subdivisions became evident as the piecemeal planning of the transportation system evolved. Additional busses were purchased to equalize differentials in pick-up times and walking distances. Finally, roads permitting, doorstep service resulted as the competition between subdivisions reached a climax. While this costly service may have been justified under certain conditions, this region had more urgent problems in attracting and retaining teachers. In addition it was revealed that library allotments were below standard, equipment for the sciences was lacking and local schools were still helping to finance projection equipment by raising a portion of the capital costs--a practice abandonned by most large rural units at least a decade earlier.

Trustee involvement in administrative matters tends to over-emphasize those particular aspects of school system management to the detriment of other important matters. Disproportionate amounts of board time and energy are also expended. In addition, the cost of the service comes high with the majority of trustees on supervision pay acting as their own field men.

(2) Common practices were revealed by the sample school boards over the course of the year studied.

With few exceptions, the boards exhibited the following general practices in their modus operandi:

1. The boards of divisions and counties held day meetings, which sometimes extended into an evening session.

2. Boards spent many hours at each meeting.

3. The larger the school system the greater the number of hours spent in meetings.

4. Boards made many decisions at each meeting.

5. Boards made relatively few decisions about the instructional program.

6. Boards made many decisions related to internal board matters and housekeeping.

7. Boards made relatively few policy-type decisions.

8. The majority of the decisions made by school boards were of the adjudicative type.

9. Most of the policy-type decisions made by school boards dealt with personnel, while the fewest policy decisions were made about the instructional program.

10. Adjudicative type decisions were made most often on personnel and buildings.

(3) <u>The school boards of the sample processed many problems and made a great many decisions</u>.

The reasons for this situation appear to be numerous. The following were revealed in the course of this study:

1. Agenda - numerous items, poorly planned, not followed, items added as meeting progressed.

2. Lengthy meetings - ample time to get off the topic and wander into "new" problems.

3. Lack of needed policies - guidance and authority to make decisions unavailable to staff officers.

4. Unwillingness of staff officers to accept the responsibility of making decisions - much detail funelled to the board meeting.

5. Procedures not established - e.g., in purchasing, in maintenance, in processing applications, in setting rentals, in administering the budget, etc.

6. Lack of adequate staff to whom responsibility could be delegated.

7. Lack of background information to assist in making sound decisions - problems processed by poor decisions tended to reappear on the agenda.

8. Trustee involvement in administration - decisions on detail sought at the board table.

9. Trustees enjoy making motions - the long meeting afforded them ample opportunity.

10. The trustees' lack of understanding of their proper role in the provision of education.

(4) <u>The school boards of the sample spent many hours in session during the year</u>.

Compared to the opinions expressed in the professional literature and compared to the time being spent by the boards of large urban school systems the time spent by the sample appeared to be highly excessive.

However, board meetings are not necessarily bad because they are long. The problems associated with long meetings appear to be that:

1. they are expensive in money and time--for both trustees and staff officers.

2. they deter desirable potential candidates from seeking office because they take place during the working day. Therefore long meetings discriminate against certain classes of people.

3. they allow too much opportunity for trustees to involve themselves in administrative detail.

4. they last so long the public and press cannot or will not attend them--they tend to promote public apathy in educational affairs.

(5) <u>A school board often confuses involvement in the numerous details of the system's business affairs with control of the educational system</u>.

This study amply illustrated the extent to which boards have become involved in the administration of their systems. Examples include: the excessive delegation of responsibilities to trustee committees, the many decisions with respect to maintenance and plant operation, involvement in altering bus routes and engaging or dismissing drivers, decisions on purchasing supplies and equipment, and individual decisions with regard to the public use of school property.

While it would not be denied that school boards should control and give direction to the resolution of many recurring administrative matters it is contended that direct involvement is unnecessary and often undesirable. It would appear that as trustees involve themselves in

selected areas of administration their peripheral capacity to view their whole enterprise in terms of the goals of the organization becomes limited. The board loses its ability to give effect to long range plans and spends much time in resolving petty interests which have involved the time and energy of individual trustees. This sort of trustee involvement should not be necessary and does not add to local control of education; besides, it is most frustrating to staff members.

(6) Many boards make extensive use of committees, particularly of the ad hoc, one-member type.

The use of committees is a carry-over from the time when school systems were too small to warrant the employment of full-time staff members. The school systems in the sample have long passed this level of development. Despite this, they continue to make use of committees to perform duties more properly in the administrator's sphere of activity. This practice can result in decisions being made without corporate sanction, particularly when the committee has been given "power to act." It also can result in ex post facto board approval, even when the board is dissatisfied with the actions of the committee.

The delegation of duties to ad hoc, one-trustee committees, a practice used frequently by some of the boards, indicates that these boards confuse their function with that of their employees. Furthermore, as trustees, they do not feel as bound to policy or precedent as would a staff official and consequently decisions are made which may cause embarrassment and even dissention within the board. Trustees charged with making decisions within their subdivision, which is

generally the case, where neighbors and friends are involved, become personally implicated and may have problems of objectivity. Even though the board has the power to nullify any decision made, it is not always possible to undo the consequences of a particular action.

(7) The large number of decisions made with respect to certain problems indicated the need for qualified administrative staff members in whom boards have the confidence to vest responsibility and authority.

If boards wish to attract and retain competent supervisory personnel in the areas of buildings, maintenance, and transportation, certain satisfactions including competitive remuneration appear necessary. To assure that buildings, equipment and busses remain functional on a continuing basis, decisions must be made daily by those charged with the responsibility. When a board, or one of its committees, insists on making all minor decisions--stoppages, delays and inconveniences are certain to ensue. The need for boards to develop policy which includes the delegation of the necessary authority to implement it, requires emphasis. Competent personnel will not settle for anything less.

(8) The study indicated that the boards of the largest school systems, those with enrolments over four thousand, relied more upon policy and staff personnel and less upon trustees, to administer the system.

This conclusion is based upon:

1. The finding that the largest systems made relatively more policy-type decisions.

2. The finding that the largest systems made relatively fewer decisions in total.

3. The observation that the largest systems tended to engage more central staff officials.

It would appear that a school system may be able to outgrow the practicality of trustees involving themselves in administrative functions.

(9) County school committees did not reveal less or greater concern for their educational responsibilities than did divisional boards.

While differences in decision patterns did appear in these two types of governing bodies no evidence was found that would support the allegation that county school committees are more concerned with municipal problems and less with educational problems. County school committees spent more time at meetings, made fewer decisions in total and slightly more policy decisions than did divisional boards. They made only two-thirds as many decisions with regard to the instructional program as did divisional boards, but made more with respect to pupils and buildings.

(10) The trustees of large rural administrative units generally enjoy long tenure.

The average tenure of the trustees in the eight school divisions of the sample was 8.4 years. This average applied to 43 board members.

The average tenure of the school committee members of the eight counties in the sample was 4.7 years. However, this was out of a total possible tenure of 5.5 years. The average tenure applied to 73 school committee members.

The holding power of school boards suggests that orientation programs for new trustees are, perhaps, less important than seminars designed for present incumbents. It suggests, too, that change through the introduction of new ideas and procedures may be strongly opposed as the tendency to retain the status quo is probably deeply entrenched.

(11) Increased school board tenure did not make trustees more amenable to their legislative function.

The study produced evidence in two respects with regard to this conclusion. First, the results of ranking school systems according to trustee tenure and according to the proportions of policy-type decisions their boards made in each operational areas showed a significant inverse relationship. The longer the tenure of trustees the fewer the policy-type decisions made by their boards. Second, and more tenuous, counties made more policy-type decisions. It may be recalled that the average tenure of county committee members was less than for divisional trustees.

School board members of long standing generally see little need for formulating policy or setting down administrative procedures. This, it seems, would tend to give them an advantage over new trustees and new superintendents.

(12) The boards of school systems, whether county or divisional, exhibit a wide range of patterns of decision making.

Although some common patterns of decision making were found in the distribution of decisions, notable differences between systems were also revealed. All school systems made few policy decisions and few decisions with respect to the instructional program. Apart from these patterns, the number of decisions made in each operational area and the comparative use of adjudicative and housekeeping decisions varied greatly. In addition, it has been shown that size and type of school system and tenure of board members affect the decision-making patterns in various operational areas.

In general, boards reserve for their special attention certain problems about which they make administrative decisions. These problems may tend to be in several operational areas and these areas may differ from board to board. This indicates that boards recognize that some areas can be administered without their constant involvement. It shows, too, that the respective roles of administrator and legislator can, in fact, function when allowed to do so. In spite of this, boards are most reluctant to extend this procedure to the whole arena of administration.

(13) <u>The various forces at work during the past fifteen years have had little impact on the practices of school boards and superintendents in the administration of education in school divisions and counties</u>.

The traditional manner of conducting school board meetings, the relationship between board and superintendent, and the procedures followed in dealing with the problems presented on the agenda have changed little in spite of various efforts to promote a climate for change. The

influence on boards to formulate policies and record them is a case which serves to illustrate this point. Although policies were devised and recorded in handbooks, it is apparent that this was in many instances an academic exercise for some staff member or committee which when "completed" soon outlived its usefulness. Policy formulation did not really change the attitude of the board in regard to its function. It did not convince boards of the need for role clarification and hence it had little permanent value that might have proven beneficial to the administrative process.

(14) The school boards of large rural administrative units are not primarily policy-making, goal-establishing bodies.

This study did not support the assumption that school boards are legislative and therefore policy-making bodies. Boards tended to follow traditional operational patterns--patterns that dated back to the small district boards that did not have superintendents and secretary-treasurers to assist them on a daily basis.

Although there are many decisions that only the board can make, the evidence clearly showed that boards go far beyond these in their decision-making activities. The study illustrated that many of the adjudicative decisions made by boards were amenable to policy formulation for administration by the appropriate staff member.

Not a few school board members considered policy-making as an administrative gimmick designed to wrest control from the board. Superintendents, because they are employed by the Department of Education, have not been in the most ideal position to rectify this misconception.

The very few policy-type decisions made when compared to the large number in the other two types is highly indicative of the approach school board members take to school administration. Trustees, because of their willingness to spend the time required to deal with detail, wish to adjudicate each problem on the basis of its merits. Policy formulation and its corollary of delegation does not lend itself to the perception trustees have of their duties to the public.

(15) In general, the minutes of school board meetings made scant reference to the comments, recommendations, and ideas of the superintendent of schools.

The reading of school board minutes left the impression that the superintendent was a silent partner in the provision of education. Often, the only indication that the superintendent was present at a meeting was the inclusion of his name on the list of those present.

It appears unfortunate that the comments of the board's chief advisor are not recorded. While there may be intimate matters relating to staff problems which should not be subject to public perusal these instances are rare and should not detract from the advantages of having a record of the advice supplied by the superintendent.

(16) The evidence found in this study does not support the assumption that superintendents actively initiate the formulation of policy.

Examination of school board minutes and the superintendents' reports appended to them indicated that boards were not assisted in the

continual development of policy. This may be an important reason for the great many adjudicative decisions made by the sample boards.

Nevertheless, the establishment of policy, to be effective, must change the roles and relationship of the school board and staff members. Unless the need for these changes is accepted by the trustees, policy making will continue to be considered a threat to them. Anyone initiating policy will also be considered a threat. Perhaps superintendents are aware that this type of situation exists.

(17) This study indicated that eleven of sixteen superintendents sometimes reported formally to their board and the information given usually dealt with staff or pupil personnel and the instructional program.

Planned, monthly reports to the school board were not common. Background information and data in support of recommendations were less common. On the other hand, evidence that boards desired more information about their school systems was not found either. Patterns of conducting meetings have developed and crystallized which appear to be satisfactory to both the board and superintendent.

IV. RECOMMENDATIONS

On the strength of the findings and conclusions of this study, certain recommendations are made. While these are directed primarily toward the improvement of school administration in the divisions and counties of this province they have broader application depending upon local circumstances.

1. It is recommended that the Alberta School Trustees' Association initiate a vigorous and continuing program of inservice education for trustees. It is suggested that this program include the following or related topics:

a) The role of the school board in education

b) The role of the superintendent in education

c) The conduct of school board meetings--the Davies Brickell System or some practical modification of this System might be used.

d) The school budget and its administration

e) Public relations and citizen advisory groups

f) The role of the teaching staff in policy formulation

f) Research studies of interest to trustees, etc.

2. It is recommended that an annual orientation program for new trustees be instituted by the Alberta School Trustees' Association. The topics outlined in the previous recommendation could be adapted to the needs of new trustees in addition to the following:

a) The aims and objectives of education

b) The legal status of school boards.

c) Qualities that contribute to effective boardsmanship, etc.

3. It is recommended that the Alberta School Trustees' Association Executive solicit support from its membership to forward to the government a resolution limiting the supervision allowance available to trustees for supervisory and administrative work performed outside legally constituted board meetings.

4. It is recommended that the privilege of engaging their own superintendent be extended to the boards of divisions and counties.

5. It is recommended that the Department of Education, the Division of Educational Administration of the University of Alberta, The Alberta Teachers' Association and the Alberta School Trustees' Association cooperate in a study to determine the educational needs of the position of superintendent of schools. The findings of this study should be reflected in the graduate program of potential superintendents.

6. It is recommended that the agencies mentioned above cooperate in a study to ascertain:

a) the optimum number of administrative personnel for school systems of various sizes.

b) the roles of the various administrative personnel.

c) the feasibility of smaller jurisdictions sharing the services of certain administrative personnel.

d) the role of the Department of Education in making available to school boards, upon request, the services of specialized administrative personnel.

7. It is recommended that further proliferation of school systems be avoided since small jurisdictions cannot support adequate central office staffs for the efficient administration of the school system.

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APPENDIX A

COPY OF LETTER SENT TO SCHOOL BOARDS

ALBERTA SCHOOL TRUSTEES' ASSOCIATION
10256 - 112 STREET-EDMONTON, ALBERTA

May 5, 1965

Dear _____:

The Alberta School Trustees' Association has endorsed a research study being carried out by a student of the Division of Educational Administration at the University of Alberta.

Mr. Stanley Maertz has chosen a thesis topic for his Master of Education degree related to the work of school boards and school committees. He states that:

> "The primary purpose of this study is to analyze information relative to the decision-making function of school boards and school committees. A secondard purpose is a determination of factors that might be related to the decision-making function."

This study seeks to explore a number of problems the results of which may prove both interesting and useful to boards. Please be assured that any and all information gathered will be treated with utmost confidence. No person or school system will be identified with respect to any particular event or decision.

Your Association office respectfully requests your cooperation by permitting Mr. Maertz access to the 1949 and 1964 regular and special meeting minutes. He expects to visit each school system involved in the study sometime during the next two months.

This office is pleased to assist with work of this nature and cooperation in carrying it to a successful conclusion will be greatly appreciated.

Yours sincerely,

"T. C. WEIDENHAMER"

General Secretary

APPENDIX B

THE PRIMARY DATA DERIVED

FROM THE INSTRUMENT

FOR 1964

APPENDIX B-1

DISTRIBUTION OF DECISIONS IN AREA OF INSTRUCTIONAL PROGRAM
FOR DIVISIONS AND COUNTIES IN 1964

	SCHOOL SYSTEMS																
	(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)	(12)	(13)	(14)	(15)	(16)	Total
a. Curriculum offerings		2	1		1		5	5		3	2			5	1		25
b. Library		1				1	1	2	3	3						1	12
c. Field trips				1			1				1						3
d. Kindergartens	1				1							1					3
e. Track meets			1			1	1			1	2		1				7
f. Organization of classes												1				1	2
g. Organization of schools	1			3	5	1	1			8	4	1	8				32
h. Special programs		1							1		2	1		1		2	8
i. Special classes	1	1					3		4		2		4	1			16
j. Supervisory services							1	1	2	1	1		4		1		11
k. Vocational services	1						3	3	3		1	1	2		1		15
l. Correspondence courses	2						1	1			1				4		9
m. Other	1								1	3	4	1	2				12
Total	7	5	2	4	7	3	17	12	14	19	20	6	21	7	7	4	155

APPENDIX B-2

DISTRIBUTION OF DECISIONS IN AREA OF PUPIL PERSONNEL
FOR DIVISIONS AND COUNTIES IN 1964

	SCHOOL SYSTEMS																
	(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)	(12)	(13)	(14)	(15)	(16)	Total
a. School entrance			1							1	1			1	2		6
b. Non-resident and R. C. pupils		2	1						6		1	3	1		3	1	18
c. Attendance, drop-outs, etc.								4					1		1	1	7
d. Truancy, vandalism, etc.		1	1		1		1	2	1				1	1	1		10
e. Textbook rental					1		2					1		1	3		8
f. Achievement and scholarship		1		2	1			1	2	1	1		3	1		2	15
g. Punishment, expulsion and suspension	5	2	4	1	3	3	7	6	4	1	1	9	6			8	60
h. Reporting to parents			1		1						1		2				5
i. Pupil services: lunch, insurance, etc.	1	2	1	3	2	3	3	3		1	4	2	6	3		3	37
j. Tuitions, bursaries, and loans	8	10	10	9	13	17	8	16	14	24	13	11	2	12	7	4	178
k. Atypical child	1	1				1	3	4	2	5	2		4	1	5	2	31
l. Trips and excursions							1		3								4
m. Restrictions: dress and tobacco			3					1					2	1		1	8
n. School to be attended	3	1		3	1	2	1	1	3		9		1	4	3	2	34
o. Payment: transportation and/or subsistence	5	7	7	5	8	17	3	6	1	1	1	2	6		5		74
p. Other							1	2	1	3	2	3		1	1	1	15
Total	23	27	29	23	31	43	30	46	37	37	36	31	35	26	31	25	510

APPENDIX B-3

DISTRIBUTION OF DECISIONS IN AREA OF STAFF PERSONNEL
FOR DIVISIONS AND COUNTIES IN 1964

	SCHOOL SYSTEMS																
	(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)	(12)	(13)	(14)	(15)	(16)	Total
a. Engagement	9	8	9	6	13	19	12	17	18	7	15	24	15	22	7	31	232
b. Resignation	4	8	6	5	7	8	10	11	7	9	10	10	12	8	12	16	143
c. Termination and suspension	1		3	1	1			7	1	6	3	4		4	1	5	37
d. Retirement and long-service recognition								4				3	2	1	1	1	12
e. Salary, allowances, and gifts	15	10	18	12	12	8	9	20	19	5	10	17	16	12	29	18	230
f. Leaves, absence and vacation	13	1	8		19	10	11	11	5	7	13	9	5	7	13	17	149
g. In-service and internship	1	1						1	4	2			1				10
h. Temporary employment and substitutes	1	1	1	3	1	1		1	2	7	4	1			1	2	26
i. Responsibility and duties		1	6		3	2	1	8	7	2	9	7	9	8	3	7	73
j. Authority	1								1		1		2				5
k. Evaluation: services and behavior					2		1	8	2	2		4	1	3	2	1	26
l. Sponsorship and/or attendance at courses and institutes	5	4	3	3	6	5	6	11	14	5	7	5	8	5	4	5	96
m. Insurance, pension, and health service	2	1	1		3	3	2	5	2	2	4		6	3	2	3	39
n. Assignment and termination of designation	3			2	7	3	7	4	2		1	2	3	2	6	9	51
o. Transfers	2	1			1	1	3	1			4	3	6		3		25
p. Other	1	1	4	1	4	2	1	2		1	4	1		3	3		28
Total	58	37	59	33	79	62	63	111	84	55	85	90	86	78	87	115	1182

APPENDIX B-4

DISTRIBUTION OF DECISIONS IN AREA OF BUSINESS MANAGEMENT AND ACCOUNTING
FOR DIVISIONS AND COUNTIES IN 1964

	SCHOOL SYSTEMS																
	(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)	(12)	(13)	(14)	(15)	(16)	Total
a. Budget and levy	2	1	1	2	1	1	2	3	3	2	7	1	3	4	3		36
b. Borrowing money	9	2	7		12	3	1	1	8		9	2	5	2	3		64
c. Auditing	2		1				1				1		1		1		7
d. Purchasing: supplies and equipment	9	9	13	4	22	55	11	16	25	21	46	19	12	39	29	15	345
e. Accounting procedures		1						1			1	3	1		2		9
f. Signing authority	2		1		1		1		1								6
g. Periodic reports	1			8				11		1	1	7		4	1		34
h. Payment of accounts	17	20	13	13	29	9	11	22	17	3	26	16	17	12	27	16	268
i. Provision of grants	5	1	4	3	4	10	3	4	2	2	2	2	3	10	7	4	66
j. Provision of professional magazines	1				1	1			2		1	1			1	3	11
k. Collection of accounts					1	1					3	1					6
l. Other	1		1	1	15	1	3			3		3		3			31
Total	49	34	41	31	86	81	33	58	58	32	97	55	42	74	74	38	883

APPENDIX B-5

DISTRIBUTION OF DECISIONS IN AREA OF BUILDINGS, PROPERTY AND MAINTENANCE
FOR DIVISIONS AND COUNTIES IN 1964

	SCHOOL SYSTEMS																
	(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)	(12)	(13)	(14)	(15)	(16)	Total
a. Use of property, buildings and equipment by others	2	13	3	13	2	4	2	7	12	5	5	6	8	37	5	6	130
b. Insurance	5	2	2		3			5	3	1	4	2		6	1		34
c. Maintenance and renovation	7	11	23	8	3	41	8	15	19	13	106	24	7	34	24	29	372
d. Acquiring sites, facilities and services	4	7	10	3	9	32	6	8	16	8	48	18	11	13	20	5	218
e. Disposing equipment, buildings and land	9	16	19	7	5	22	2	4	15	10	10	7	7	19	13	13	178
f. Architects, contractors, etc.	10	1	2		1	15	1	1	2	3	6	6	6	8	1	6	69
g. Evaluation: facilities and equipment				1		1	2	1	4	2	3	2		1	1		18
h. Determining future needs	2			1	1	1			2	8	1	4	2	7		1	30
i. Construction: buildings and additions	3	4	14	5	26	12	4	23	13	5	13	15	10	11	5	5	168
j. Rental or lease for board use					1	1			6				2				10
k. Teacher residence rental	3	1	2	2	5	9	1	8	6	3	6	2	6	4	3		61
l. Moving buildings and equipment	2	1							1	4					1		9
m. Other									1		3	2		2	3	1	12
Total	47	56	75	40	56	138	26	72	100	62	205	88	59	142	77	66	1309

APPENDIX B-6

DISTRIBUTION OF DECISIONS IN AREA OF TRANSPORTATION
FOR DIVISIONS AND COUNTIES IN 1964

	SCHOOL SYSTEMS																
	(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)	(12)	(13)	(14)	(15)	(16)	Total
a. Roads, crossings, debussing and embussing		2	1			2		3	2		10		1	4			25
b. Bus routes and extensions		4	5	2	1	3		2	2	5	64	6	6	14	12		126
c. Transportation of adults		2	2						2				1				7
d. Awarding of contracts					1	16		2	1	2		1	3	1	3		30
e. Remuneration	1	1	11		1	5	7	10	1	1	9	1	5	2	20	3	78
f. Provision of transportation	2	1	2		1			1	4	6	5		1			1	24
g. Driver responsibility		1	1	1				5	2		3	1		2	1	3	20
h. Responsibility: pupils and parents						1		1	1	1							4
i. Extra-curricular and/or curricular bus use	3	5	3			2	1	3	6	1	2	1		1			28
j. Provision of buses, approvals for purchase and repair	1	3	5		7	3	2	7	4	3	18	2	7	5	12	8	87
k. Rules and regulations												4					4
l. Other agencies		3			2	3		1			1	2	1	1	1		15
m. Approval and/or dismissal of drivers, drivers' tests	4	12	8		3		2	21	6	13	22		7		1	2	101
n. Other		3	2			1		3	2		4		1	1	5	1	23
Total	11	37	40	3	16	36	12	59	33	32	138	18	33	31	55	18	572

APPENDIX B-7

DISTRIBUTION OF DECISIONS IN AREA OF SCHOOL BOARD
FOR DIVISIONS AND COUNTIES IN 1964

		SCHOOL SYSTEMS																
		(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)	(12)	(13)	(14)	(15)	(16)	Total
a.	Agenda and minutes	13	14	18	12	28	12	30	23	17	16	15	19	14	23	15	13	282
b.	Appointments, elections, etc.	4	2	2	2	9	2	7	4	7	2	16	1	6		4	3	71
c.	Assignment and function of committees	3	18	5	16	12	11	4	21	32	14	41	38	11	37	29	20	312
d.	Public relations	1	1	1		1	5	1	2	8	2	4	8	7	2	4	7	54
e.	Surveys, briefs and reports	1	3	13	13	4	1	7	29	19	17	7	47	4		1	1	167
f.	Professional meetings	2	1		3	2	3	2	7	3	1	8	2	2	4	5	1	46
g.	Expenses in performance of duty	5				3	1		1	2				1	4	2	2	21
h.	Boundaries: subdivisional, district and zones		1	3		3		2		1	1	2		1		4	2	20
i.	School calendar: dismissal times, etc.	1	3	3			2	3	2	2	1	2		3	2	2	3	29
j.	Meeting dates, times and sites	13	7	2	8	5	1	19	1	9	4	8	9	23	9	14	5	137
k.	Delegations and petitions					1			1			1		1				4
l.	Meeting procedure	15	15	16	27	25	36	17	47	31	14	27	26	21	19	46	17	399
m.	Local school boards		1			1		2				3	2		1	1	2	13
n.	Other agencies	6	1	5		3	8	2	7	2		7	6	6	6	4	5	68
o.	Legal counsel					2	1		1	1		1		5				11
p.	Other	1			2	3	1		6	2		1		4	2	3		25
Total		65	67	68	83	102	84	96	152	136	72	143	158	109	109	134	81	1659

APPENDIX C

THE PRIMARY DATA DERIVED

FROM THE INSTRUMENT

FOR 1949

APPENDIX C-1

DISTRIBUTION OF DECISIONS IN AREA OF INSTRUCTIONAL PROGRAM
FOR DIVISIONS IN 1949

	SCHOOL SYSTEMS																
	(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)	(12)	(13)	(14)	(15)	(16)	Total
a. Curriculum offerings			2		2					3			1	1	2		11
b. Library									2	1							3
c. Field trips																	--
d. Kindergartens																	--
e. Track meets		1							1			1	1				4
f. Organization of classes							1					1					2
g. Organization of schools		7		2	5	4	6		7	4	3		4	1	7	4	54
h. Special programs															4		4
i. Special classes												1					1
j. Supervisory services										1							1
k. Vocational services																	--
l. Correspondence courses	1	1	1									1	1	1	6	4	16
m. Other		1	1		3				2								7
Total	1	10	4	2	10	4	7	0	12	9	3	4	7	3	19	8	103

APPENDIX C-2

DISTRIBUTION OF DECISIONS IN AREA OF PUPIL PERSONNEL
FOR DIVISIONS IN 1949

	SCHOOL SYSTEMS																
	(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)	(12)	(13)	(14)	(15)	(16)	Total
a. School entrance				1					1						1		3
b. Non-Resident and R. C. pupils	1		1		2		3										7
c. Attendance, drop-outs, etc.											1						1
d. Truancy, vandalism, etc.			2	1		4	2								3		12
e. Textbook rental										2							2
f. Achievement and scholarship		1					1		2	1				1			6
g. Punishment, expulsion and suspension									3		1	2			3	2	11
h. Reporting to parents																	--
i. Pupil services: lunch, insurance, etc.	1		2	1	2				1		5	3	4	1	7	3	30
j. Tuitions, bursaries, and loans	3	6	5	3	3	3	4	10	9	6	7	6	1	8	32	20	126
k. Atypical child																	--
l. Trips and excursions															2		2
m. Restrictions: dress and tobacco															1		1
n. School to be attended					2	3	1	1	1	2	2				29	10	51
o. Payment: transportation and/or subsistence		19	6	1	6	3		1	1	6	6	1	3	3	12	23	91
p. Other		1	4			1					1		1		1	1	10
Total	5	27	20	7	15	14	11	12	18	17	23	12	9	13	91	59	353

APPENDIX C-3

DISTRIBUTION OF DECISIONS IN AREA OF STAFF PERSONNEL
FOR DIVISIONS IN 1949

	SCHOOL SYSTEMS																
	(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)	(12)	(13)	(14)	(15)	(16)	Total
a. Engagement	2	11	27	10	11	8	9	12	10	7	8	6	10	7	22	19	179
b. Resignation		6	4	7	5	1	3	11	4	6	1	7	4	4	8	17	88
c. Termination and suspension		1	3		2	1	2	3	1		1	4	2	3	4	2	29
d. Retirement and long-service recognition					1									1			2
e. Salary, allowances, and gifts	2	18	14	9	9	12	7	14	13	9	8	8	21	20	36	24	224
f. Leaves, absence and vacation		3	1	1	2		4	3	1	1	4	1	3		7	8	39
g. In-service and internship																	--
h. Temporary employment and substitutes	1	4		2					1		1	1		2	4	3	19
i. Responsibility and duties		1	2									1			20	8	32
j. Authority			3						1		2				5		11
k. Evaluation: services and behavior			1	1							1				3		6
l. Sponsorship and/or attendance at courses and institutes			1			2	1	1	3			1	1		4	1	15
m. Insurance, pension, and health service		2	2	2	2	1	1		1	1	1	3	1	1	2	3	23
n. Assignment and termination of designation		2			3			1	2		1	2	2	1	4	2	20
o. Transfers			2		1	1					1	1	1		4	1	12
p. Others		2	2		1	2			4	1	2				2		16
Total	5	50	62	32	37	28	27	45	41	25	31	35	45	39	125	88	715

APPENDIX C-4

DISTRIBUTION OF DECISIONS IN AREA OF BUSINESS MANAGEMENT AND ACCOUNTING FOR DIVISIONS IN 1949

	SCHOOL SYSTEMS																
	(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)	(12)	(13)	(14)	(15)	(16)	Total
a. Budget and levy	1	5	1	2	6	3	4	1	2	4	1	3	1		3	2	39
b. Borrowing money	6	4	5	3	4	7	4	1	2	1	4	4	6	2	1	1	55
c. Auditing	2	2		1		2	3	1	2	3		1	1	1	3		22
d. Purchasing: supplies and equipment	21	11	33	1	7	7	18	14	14	17	8	9	13	19	57	35	284
e. Accounting procedures															1		1
f. Signing authority			1				2	1	1	2		1	1				9
g. Periodic reports			11								1				2	1	15
h. Payment of accounts	16	26	12	15	12	17	13	12	13	13	12	12	13	14	73	14	287
i. Provision of grants	1	11	3	6			1	2	3	1	1	1	2		3	6	41
j. Provision of professional magazines	1		2						2						4	4	13
k. Collection of accounts										1							1
l. Other	4		1	1		2	2		1		2		3		1	1	18
Total	52	59	69	29	29	38	47	32	40	42	29	31	40	36	148	64	785

APPENDIX C-5

DISTRIBUTION OF DECISIONS IN AREA OF BUILDINGS, PROPERTY AND MAINTENANCE FOR DIVISIONS IN 1949

	SCHOOL SYSTEMS																
	(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)	(12)	(13)	(14)	(15)	(16)	Total
a. Use of property, buildings and equipment by others			3	3	1			2	5	3	1		5	5	25	7	60
b. Insurance	4	1	1	1	3				4		1	2			2	1	20
c. Maintenance and renovation	13	11	14	7	7	12	3	6	10	5	9	5	16	13	78	26	235
d. Acquiring sites, facilities and services	2	4	9	9	5	7	2	6	7	10	15	7	4	8	38	4	137
e. Disposing equipment, buildings and land	5	10	12	6	10	5	15	16	9	13	11	12	2	4	21	16	167
f. Architects, contractors, etc.			1	1					3	1					2	1	9
g. Evaluation: facilities and equipment			2		1	2	2		1	1					1		10
h. Determining future needs				2		1			2	1		1				2	9
i. Construction: buildings and additions	2	3	10	3	4	7		4	12	3	5	5	5	7	13	8	91
j. Rental or lease for board use									3	1					6	4	14
k. Teacher residence rental	3		1	1	1	3		1	5	2	4	1	2		14		38
l. Moving buildings and equipment	3	11	3	1	3		6		6	7	3	4		1	11		59
m. Other			1	1											4	7	13
Total	32	40	57	35	35	37	28	35	67	47	49	37	34	38	215	76	862

APPENDIX C-6

DISTRIBUTION OF DECISIONS IN AREA OF TRANSPORTATION
FOR DIVISIONS IN 1949

	SCHOOL SYSTEMS																
	(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)	(12)	(13)	(14)	(15)	(16)	Total
a. Roads, crossings, debussing and embussing	1	1	8			1	2		2	1				1	5		22
b. Bus routes and extensions		6	2		3	2	1	1	8	1	1	1	2	3	5	4	40
c. Transportation of adults			1					1	1		1					1	5
d. Awarding of contracts		3	5	4	12	2	3	2	6		4	1	1	5	2	5	55
e. Remuneration		4	5	2	3	8	4	11	8	2	6		8	3	8	10	82
f. Provision of transportation			2	2	2	1				2	3			1	11		24
g. Driver responsibility			1			1			1								3
h. Responsibility: Pupils and parents																	--
i. Extra-curricular and/or curricular bus use		1	2		1				2		3						9
j. Provision of buses, approvals for purchase and repair		6	8	1	2	1	5	5	9	4	7	4	1	1	3	4	61
k. Rules and regulations		3									1			1	1		6
l. Other agencies						2											2
m. Approval and/or dismissal of drivers, drivers' tests		1	3				3	8		1	4						20
n. Other		1	4		1	3	1	1	1		2				1	3	18
Total	1	26	41	9	24	21	19	29	38	11	32	6	12	15	36	27	347

APPENDIX C-7

DISTRIBUTION OF DECISIONS IN AREA OF SCHOOL BOARD
FOR DIVISIONS IN 1949

		SCHOOL SYSTEMS																
		(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)	(12)	(13)	(14)	(15)	(16)	Total
a.	Agenda and minutes	11	22	16	14	13	14	21	13	12	17	11	16	12	10	21	8	231
b.	Appointments, elections, etc.	3	4	12	6	3	3	10	6	7	3	3	2	2	2	9	4	79
c.	Assignment and function of committees	11	22	16	15	2	6	4	3	15	15	14	15	6	23	91	42	300
d.	Public relations	1	5	2				1		2	1	2	5	1	1	6	3	30
e.	Surveys, briefs and reports		8	6	12			1	1	12	1	6				6		53
f.	Professional meetings		3	2	2	1	3	2	2	2	3	3	2	1	1	6	2	35
g.	Expenses in performance of duty	1	1	1	2	2	2	4	1		3				1	3	1	22
h.	Boundaries: subdivisional, district and zones	2	1	3	5	6	2		2	5			3	1	3	5		38
i.	School calendar: dismissal times, etc.	1	3	7	1			2			1	1	2	1		3	7	29
j.	Meeting dates, times and sites	9	4	6	11	4	7	14	12	2	13	13	5	13	12	8	3	136
k.	Delegations and petitions				2		1	2	6		1					2	1	15
l.	Meeting procedure	33	36	18	28	14	31	13	13	19	21	10	29	12	7	36	7	327
m.	Local school boards	4		6	3	3		1	1	2	1	2	2	2		29	7	63
n.	Other agencies	3	1	3	1	1	5	4	2	6	2	1	3	3	5	18	11	69
o.	Legal counsel		1															1
p.	Other		2	5	1	1	2	2	2				6		1	4	2	28
Total		79	113	103	103	50	76	81	64	84	82	66	90	54	66	247	98	1456

APPENDIX D

INSTRUMENT FOR USE IN CLASSIFICATION AND CATEGORIZATION OF SCHOOL BOARD DECISIONS

INSTRUMENT FOR USE IN CLASSIFICATION AND CATEGORIZATION OF SCHOOL BOARD DECISIONS

GENERAL SECTION:

Name of School System .....

Address .....Phone Number .....

Superintendent .....With System .....Yrs.

Secretary .....With System .....Yrs.

Names of Trustees:

Chairman .....With System .....Yrs.

Vice-Chairman .....With System .....Yrs.

Trustee .....With System .....Yrs.

Trustee .....With System .....Yrs.

Trustee .....With System .....Yrs.

Trustee .....With System .....Yrs.

Trustee .....With System .....Yrs.

Trustee .....With System .....Yrs.

Trustee .....With System .....Yrs.

Trustee .....With System .....Yrs.

Size of School System: Number of Pupils in 1964 .....

Number of Pupils in 1949 .....

Policy Handbook.....Yes.....No

Number of Years as a County.....

Number of Meetings: Regular .....Special .....

MEETINGS SECTION:

	Date(s)	Type of Meeting	No. of Trustees	Place	Opening Closing Times	Length of Meeting No. of Days
1.						
2.						
3.						
4.						
5.						
6.						
7.						
8.						
9.						
10.						
11.						
12.						
13.						
14.						
15.						

Line [a]	Facility	Loc. of Terminal	Plan	Operating Times	Days in Svc
1					
2					
3					
4					
5					
6					
7					
8					
9					
10					
11					
12					
13					
14					
15					

EDUCATIONAL REPORT SECTION:

1. Presented by

   Position

   Topic(s)

2. Presented by

   Position

   Topic(s)

3. Presented by

   Position

   Topic(s)

4. Presented by

   Position

   Topic(s)

5. Presented by

   Position

   Topic(s)

6. Presented by

   Position

   Topic(s)

DECISIONS SECTION:

AREAS	TYPES OF DECISIONS					
I. Instructional Program						
Decisions concerned with:	Policy	Adjudicative	Housekeeping	Total	Policy?	Notes
a. Curriculum offerings						
b. Library						
c. Field trips						
d. Kindergartens						
e. Track meets						
f. Organization of classes						
g. Organization of schools						
h. Special programs						
i. Special classes						
j. Supervisory services						
k. Vocational services						
l. Correspondence courses						
m. Other						
TOTALS						

Notes:

DECISIONS SECTION: (continued)

AREAS	TYPES OF DECISIONS					
II. Pupil Personnel						
Decisions concerned with:	Policy	Adjudicative	Housekeeping	Total	Policy?	Notes
a. School entrance						
b. Non-resident and R.C. pupils						
c. Attendance, drop-outs, and failure rate						
d. Truancy and vandalism						
e. Textbook rental						
f. Achievement and scholarship						
g. Punishment, expulsion, and suspension						
h. Records, reporting and parent-teacher interviews						
i. Student services; lunch, health, guidance and insurance						
j. Tuitions, bursaries and loans						
k. Atypical child						
l. Trips and excursions						
m. Restrictions to pupils: mobility, smoking, dress						
n. School to be attended						
o. Payment: transportation and/or subsistence						
p. Other						
TOTALS						

Notes:

DECISIONS SECTION: (continued)

AREAS	TYPES OF DECISIONS					
III. Staff Personnel						
Decisions concerned with:	Policy	Adjudicative	Housekeeping	Total	Policy?	Notes
a. Engagement						
b. Resignation						
c. Termination of contract, dismissal and suspension						
d. Retirement and long-service recognition						
e. Salary, allowances, and gifts						
f. Leaves, absence and vacation						
g. In-service training and internship program						
h. Temporary employment and substitutes						
i. Responsibility and duties						
j. Authority						
k. Evaluation of services and behavior						
l. Sponsorship and/or attendance at courses and institutes						
m. Insurance, pension, and health services						
n. Assignment and termination of designation						
o. Transfers						
p. Other						
TOTALS						

Notes:

DECISIONS SECTION: (continued)

AREAS	TYPES OF DECISIONS					
IV. Business Management and Accounting						
Decisions concerned with:	Policy	Adjudicative	Housekeeping	Total	Policy?	Notes
a. Budget and levy						
b. Borrowing money						
c. Auditing						
d. Purchasing: supplies and equipment						
e. Accounting procedures						
f. Signing authority						
g. Periodic reports						
h. Payment of accounts						
i. Provision of grants						
j. Provision of professional magazines						
k. Collection of accounts						
l. Other						
TOTALS						

Notes:

DECISIONS SECTION: (continued)

AREAS	TYPES OF DECISIONS					
V. Buildings, Property and Maintenance						
Decisions concerned with:	Policy	Adjudicative	Housekeeping	Total	Policy?	Notes
a. Use of property, buildings and equipment by others						
b. Insurance						
c. Maintenance and renovation						
d. Acquiring sites, facilities and services						
e. Disposing of equipment, buildings and land						
f. Architects, contractors, and consultants						
g. Evaluation of existing facilities and equipment						
h. Determining future needs, statement of needs						
i. Construction of new buildings and additions						
j. Rental or lease of facilities for board use						
k. Teacher residence rental						
l. Moving buildings and equipment						
m. Other						
TOTALS						

Notes:

DECISIONS SECTION: (continued)

AREAS	TYPES OF DECISIONS					
VI. Transportation						
Decisions concerned with:	Policy	Adjudicative	Housekeeping	Total	Policy?	Notes
a. Roads, crossing, debussing and embussing						
b. Bus routes and extensions						
c. Transportation of adults						
d. Awarding of contracts						
e. Remuneration						
f. Provision of transportation						
g. Driver responsibility						
h. Responsibility of pupils and parents						
i. Extra-curricular and/or curricular bus use						
j. Provision of buses, approvals for purchase and repair						
k. Rules and regulations						
l. Other agencies						
m. Approval and/or dismissal of drivers, drivers' tests						
n. Other						
TOTALS						

Notes:

DECISIONS SECTION: (continued)

AREAS	TYPES OF DECISIONS					
VII. School Board						
Decisions concerned with:	Policy	Adjudicative	Housekeeping	Total	Policy?	Notes
a. Agenda and minutes						
b. Appointments, elections, etc.						
c. Assignment and function of committees						
d. Public relations						
e. Surveys, briefs and reports						
f. Professional meetings						
g. Expenses in performance of duties						
h. Boundaries: subdivisional, district and zones						
i. School calendar: dismissal times, etc.						
j. Meeting dates, times and sites						
k. Delegations and petitions						
l. Meeting procedure						
m. Local school boards						
n. Other agencies						
o. Legal counsel						
p. Other						
TOTALS						

Notes:

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